



Digitized by the Internet Archive
in 2022 with funding from
University of Toronto

<https://archive.org/details/31761114668379>

Common
Exhibitions



CA20N
XC 12
-S 77

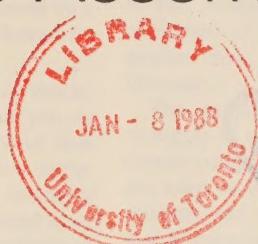
Government
Publication

No. S-1

Hansard

Official Report of Debates

Legislative Assembly of Ontario



Standing Committee on Social Development
Estimates, Ministry of Skills Development

First Session, 34th Parliament
Monday, December 7, 1987

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.



Hansard subscription price is \$16.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, December 7, 1987

The committee met at 3:30 p.m. in room 151.

After other business:

ESTIMATES, MINISTRY OF SKILLS DEVELOPMENT

Mr. Chairman: We will now proceed to consider the estimates of the Ministry of Skills Development. The Honourable Alvin Curling is with us. As I understand it, we will begin with the minister's statement, followed by a statement from the official opposition party, followed by a statement from the third party and followed by further remarks from the minister.

Hon. Mr. Curling: Thank you very much, Mr. Chairman. Let me first congratulate you on your position as chairman. You got your first initiation by someone I really respect too in the House. I can tell you this is my third estimates presentation and I am not even experienced in all this. I still feel rather nervous. I can understand that trying to follow the rules in this place is rather confusing sometimes, very ambiguous at times and confusing.

Mr. Chairman: If I might say, we did follow the rules but not the customs.

Hon. Mr. Curling: Again, I want to congratulate my colleagues on being appointed to this committee. I presume these are your first estimates too. You are hearing the best ministry and one of the better ministers, of course, presenting his estimates, and also members of the official opposition and the third party. I look forward to some good debates here. It is a pleasure to appear before this committee as Minister of Skills Development.

As you know, my ministry is less than three years old; yet this ministry carries responsibility for what is emerging as one of the most important priorities of our government, ensuring that the people of Ontario are prepared to participate in an era of international trade; a post-industrial era premised on high technology; an era in which every individual will require increased levels of skills and training.

1550

The Ministry of Skills Development is dedicated to the premise that Ontario's greatest potential resource is its people, with all of their diverse talents, energies and ambitions. This

ministry also believes that we have a clear responsibility to support Ontarians to develop their full potential, to assist them in securing and maintaining long-term, rewarding employment.

The government of Ontario is creating long-term economic strategies to ensure a prosperous future for this province. It is recognized that the one indispensable factor in all these strategies is a workforce capable of adapting to new demands in the workplace, a fully literate workforce composed of people prepared to continue to acquire new skills throughout their working lifetimes.

The worlds of business and industry are changing at rapid-fire speed. Ontario can only remain competitive in these worlds if our people can keep pace. It is these realities that guide this ministry and define its primary goal, which is that of creating a training culture in Ontario, an environment that supports and encourages training as a way of life.

In reviewing the ministry's record, I think you will agree we are making progress. The training culture, fostered by Ontario's Training Strategy, is beginning to take root. We have already surpassed our target of 10,000 employers participating in our Ontario skills program this year. That is a very important accomplishment when you realize that employer commitment is the key to worker access to relevant training.

Following the success of the short-term training initiatives through Ontario's Training Strategy, we have announced our blueprint for revitalization of the apprenticeship system, which is the province's primary system of long-term training.

On the youth side of our mandate, we are concentrating resources on young people most in need of help. We have created a unique training and work experience system called Futures.

At the other end of the spectrum is another highly vulnerable group of people, working men and women over the age of 45 who, among other things, have been laid off abruptly due to plant closures or have had their own businesses fail. Our Transitions program is a second unique initiative to assist these people in acquiring retraining that will bring them back to productive jobs in the workplace.

For those who are presently in the workplace, Ontario's Training Strategy provides a broad spectrum of opportunities for working men and women to upgrade their skills to remain competitive.

A primary concern of my ministry, which will be discussed further in these debates, is the need for a reliable system of income support for those people who choose, or are forced, to leave the workforce to acquire training or retraining to ensure further employability.

Of immediate concern to the ministry is the need for financial support for those individuals who undertake significant training or retraining which requires that they be away from the workplace and without their normal source of income. The primary source of income for such individuals is unemployment insurance. Under this system, income support is not always easily available to all workers enrolled in legitimate training programs. Without a reliable and straightforward system of providing income for the necessities of life, many workers are denied the training they need.

The ministry has recently issued a paper entitled *Proposal to Create a Canada Training Allowance*, which sets out the desirability of federal commitment to income support for Canadian adults who are undertaking long-term training or retraining programs. In the view of this ministry, the adoption of such a wage support strategy is vital, indeed integral, to our determination and our mandate to support the people of Ontario in acquiring the skills and training they require to live secure, fruitful and productive lives.

Training Partnerships: Let me at the outset commend the people who work with us across the province in delivering our programs to Ontario workers and employers.

At the Futures annual conference last month, for example, I met dedicated people from community college and youth employment counselling centres who work every day with young people facing very serious career and personal problems.

I have had the pleasure of speaking with the consultants from Ontario skills development offices around the province, which provide expert advice to firms creating leading-edge training programs for their workers.

Then, there are the members of community industrial training committees, who give the ministry valuable input on local training needs.

Our training system in Ontario is, first and foremost, a partnership—a joint venture involv-

ing business, labour, education, community volunteers and government. I am looking forward to working with all these partners to see that our province gains the skill edge it needs to compete successfully with the rest of the world.

I especially want to emphasize the importance of partnership with the federal government in skills development. My remarks today will include some comments on federal-provincial relations in this field. Let me stress up front that federal action on a number of issues is imperative if our training system is to meet the economy's constant demand for new and relevant skills.

Over the past few years, training has risen towards the top of the government's agenda. The major reason for this high profile can be summed up in one simple word—change. Our economy is changing. Training is one of the best tools that individuals and employers can use to master change, increase productivity and share in the benefits of new technology.

With newly-industrialized nations now dominating mass manufacturing, advanced economies are moving into new areas where they have a competitive advantage based on knowledge and information.

The Economic Council of Canada, for example, estimates that 78 per cent of all new jobs created in Canada between 1971 and 1985 involved the production or use of high technology. Our superior knowhow also gives us the inside track in service industries, which are forecast to generate eight out of 10 new jobs in the next decade. These knowledge-intensive and skill-intensive sectors are where the action is.

Another economic current is the trend towards more open world trade. The US-Canadian free trade debate is one aspect of this evolution.

To survive and prosper in this world marketplace, we need high-quality goods and services, produced competitively; yet Canadian productivity growth lags behind that of our major trading partners.

One major reason for this weak performance is that skills development has been underemphasized. The Economic Council of Canada, in a report released this July, captured the situation precisely. It is estimated that Canadian workers are getting about two hours of in-plant retraining annually, while Japanese workers get 100 to 200 hours.

Skills shortages can cause production bottlenecks, which undermine productivity. A report released by the ministry recently, for example, shows that future growth in our manufacturing

and construction industries is threatened by emerging shortages in 98 high-skill occupations.

Nevertheless, the Economic Council observes that, across the spectrum of Canadian industries, many companies until now have been able to get by with little retraining effort. To date, most computer innovations have affected clerical occupations, with only modest impact on highly-skilled jobs in the plant area.

In the next five years, however, the majority of technological changes are expected to occur in processing operations, particularly through computer-assisted design and manufacturing. This will require a massive expansion of our skills-development activities in Ontario. Ontario is taking steps to provide the necessary support.

1600

In the fiscal year prior to the creation of the Ministry of Skills Development, the provincial allocation for training was about \$150 million. By 1987-88, that figure had almost doubled, and we dedicated \$287 million to training programs for adults and youth.

By contrast, the federal government reduced its training and job development funding to Ontario by about 27 per cent over the last three years. We expect that within the next couple of years, Ontario's dollar contribution to training will exceed the federal one, a reflection of this province's absolute belief in the value of training.

As Massachusetts Institute of Technology economist Lester Thurow has written: "To work, modern economies need a mass, well-educated labour force. An educated elite does not suffice."

Changes in the makeup of our population are also lending new impetus to the training imperative. The baby-boom generation is ageing, and the immigration of skilled workers is declining. As a result, industry is losing its traditional sources of trained personnel. In the future, more employers will turn to their existing workforce to help these people develop new skills throughout their working lives.

For the individual worker, training will increasingly become the passport to personal mobility and stable and rewarding employment. The Manpower Services Commission in Great Britain suggests that over the next five years, four out of five people in the industrial world will be doing jobs differently than they have been done in the past 50 years. To retain their jobs, workers will have to upgrade their skills.

Without doubt, training is essential to Ontario's competitiveness in the world economy. But, in my opinion, the commitment to skills develop-

ment is a matter of equity as well as economics, a matter of our moral responsibility to the working men and women of Ontario.

Post-secondary education in this province rightly benefits from substantial public funds, but two out of three young Ontarians do not attend college or university; they go directly into the workforce from high school. I believe they, too, deserve public support to prepare themselves for productive and rewarding careers.

Today, I would like to outline the ministry's progress this year as the catalyst in building a more skilled and productive Ontario workforce.

Let me begin with the initiative that directly addresses the challenge of an ageing workforce—our Transitions program. This innovative training program is the first in Canada to offer training credits for older workers.

Transitions offers laid-off men and women over the age of 45 a credit of up to \$5,000 over two years to pay for training by new employers, private trainers or public institutions. It is designed for older workers who have lost their jobs through permanent layoffs, plant closures or failure of their own businesses.

We project that Transitions will annually give new skills to more than 6,500 older adults.

In less than 10 years, men and women over 45 will make up fully 30 per cent of the labour force. We can't afford to write any of these workers off, and we won't.

Through Transitions, we will help our older workers update their skills to get another job. We will help them gain the flexibility and mobility they need to remain productive contributors to Ontario's economic growth.

One difficulty we have encountered with the implementation of the Transitions program concerns the continuation of unemployment insurance benefits for participants training in institutions. The federal government advised the province that it would allow only participants of unemployment insurance to receive benefits, as provided under section 39 of the Unemployment Insurance Act. This provision allows for employment-related training.

We find, however, that in practice Canada employment counsellors are deciding that only people in occupations deemed to be in demand in federal terms are being allowed. Those training in other fields are being declared ineligible for unemployment insurance support.

For example, one Transitions participant in a two-year library technician course at Sheridan College was told she was not eligible to continue receiving unemployment insurance benefits un-

der section 39. Two reasons were given: the course was not chosen by the federal government and it was longer than one year in duration.

Transitions leaves it up to the individual workers to decide what type of training will most improve their job prospects. The federal policy seems to still say that government knows best. It deters people from improving their skills. We are strongly urging our federal colleagues to interpret the regulations on benefits to trainees in a more flexible and compassionate manner.

The ministry has introduced Transitions to aid unemployed older workers and, as I will discuss later, offers Futures for unemployed youth. But our major challenge is to stimulate the upgrading of the skills of Ontario's most productive human asset—the employed workforce.

A year ago, we launched Ontario's training strategy, which doubled the provincial commitment to training to \$100 million annually. This is really seed money to germinate and nurture the early growth of a training culture in Ontario.

Our aim is to create a climate in which both employers and employees see training as a normal, ongoing feature of business and working life. And it is starting to work.

From Sault Ste. Marie in the north—where our consultants helped an architectural firm design a CAD/CAM training plan—to Burlington in the south—where we helped a publisher of medical books set up a computerized office systems training program—employers and employees are accepting the training challenge. We expect that over five years, about one million workers will participate in short-term, employer-based, market-driven training under our new programs.

Let me briefly report on the major elements of our strategy.

The first component is a professional training consulting service available to every business in the province. This is provided through 52 skills development offices now open across Ontario and operated by the community colleges.

Consultants based in these facilities work with employers to determine training needs, develop training plans and decide how training can be most effectively provided. These crucial advisory services are free of charge to any firm with fewer than 50 employees while up to \$250 is charged to larger firms.

This fiscal year, from April through September, our offices worked with their employer clients to develop or validate more than 7,000 training plans. We are involving firms which have never trained before, and we expect these new trainers to comprise two thirds of our clients

by the end of the fiscal year. We also expect that small businesses, which count for half of private sector employment—will comprise two thirds of firms using the services of our skills development offices.

The second component of our strategy is the \$34-million Ontario skills program, which provides funds to help pay for the actual training, to cover a portion of the direct costs of instruction. The ministry offers Ontario firms up to \$60,000 for their training costs. Employers with fewer than 200 workers are eligible for up to 80 per cent of their total direct training expenses; larger firms are eligible for up to 60 per cent.

To the end of September, more than 58,000 employees renewed their skills by joining the program. By year-end, we expect to reach more than 11,000 employers through this investment in the people who work in Ontario's offices, factories and building sites.

1610

A third component of our strategy is a trades updating program, which supports short-term training to help tradespeople keep their skills up to date. Beginning in January, we will complement this existing program with a \$4-million skills updating program for technicians and technologists.

The majority of Ontario's more than 70,000 technicians and technologists are trained by our colleges of applied arts and technology. But with the rapid changes occurring in all areas of technology, skills can be outmoded within three to five years of graduation.

Our new program will provide updating courses free of charge to some 3,000 technologists and technicians a year. This renewal of skills will strengthen the capacity of Ontario firms to employ advanced technology and compete internationally.

The fourth component of Ontario's training strategy is aimed at making our training programs accessible to all Ontarians.

We provide special support allowances for travel, accommodation and child care where these expenses would represent barriers to participation in training. The transportation allowances are especially valuable in northern Ontario.

We also recognize that literacy and basic mathematics are the indispensable building blocks of skills development. Our Ontario basic skills program, offered through the community colleges, expands access by providing free-of-charge training in these fundamental skills needed to gain employment or to be promoted.

So far this fiscal year, we have provided this basic training to some 7,600 clients. Nearly two thirds of these are women, and one third are disabled persons, visible minorities or natives.

The government of Ontario is committed to the principle that we must support and develop our human resources in every possible way. We are very much aware of the critical importance of full literacy in achieving that goal.

There is a variety of definitions and estimates of the magnitude of illiteracy in Canada, but we know that at least one in five citizens is striving to function in society without sufficient reading and writing skills. The figures are easy enough to recite, until you stop to think of the daily obstacles, of the human suffering experienced by every single one of these individuals.

Think of what it must be like to look at a newspaper headline, and to have to guess from the photograph on the front page what is going on in the world, the country or your own city. Think of being given a prescription drug by your doctor, and not being able to read the instructions on the bottle. Think of trying to find your way to someone's house and having to rely on a stranger instead of street signs for your directions. Think of what it must be like to carry the secret of your illiteracy at all times, always fearful that your employer, your neighbour or even your child will discover your terrible inadequacy.

Illiteracy is a crippling affliction, a handicap that is as difficult to bear as blindness or deafness. The illiterate person dwells in a country where a foreign, incomprehensible language holds all the secrets to a normal, comfortable life. The illiterate are with us at all times, but they are hidden from us through their own fear and apprehension.

Functional illiteracy is a different form of this affliction, but no less crippling. Many people who possessed adequate literacy skills in a simpler age are now beginning to fall behind in the workplace. Blue-collar workers in this country are now required to spend an average of 97 minutes every working day reading job-related materials. And these are complex reading materials—instruction manuals for operating heavy machinery or repairing electronic equipment, or warnings about handling toxic chemicals—instructions that can mean the difference between safety and injury, or even life and death.

At the same time, we know that one out of six of these blue-collar workers cannot fully understand or respond to what they are reading. And

that is frightening—for them and for this society as a whole.

The Ministry of Skills Development has been designated as the central ministry in addressing the literacy challenge. Some of you may be aware that I have been involved in World Literacy of Canada, where I spent 10 years on the board of directors and also three years as its president. In that capacity, and in my career in post-secondary administration, I have seen at first hand the obstacles that held back those who have never mastered the written and spoken word.

In addressing the needs of these people and of the functionally illiterate, we have made an excellent start.

Until September of this year, the Ministry of Citizenship and Culture had lead responsibility for literacy, and the Minister of Culture and Communications (Ms. Munro) and her staff did an outstanding job in focusing the direction of our provincial efforts to eliminate illiteracy.

In September 1986, the government announced an adult basic literacy plan to give more adults the chance to acquire fundamental skills. This year, with several ministries involved in delivery, our expenditures to support basic literacy training will exceed \$50 million.

In June of this year, the government announced the creation of Literacy Ontario. This is a co-operative partnership between the volunteer and community groups supporting literacy, together with the government of Ontario and those ministries delivering literacy programs.

This campaign is more than a government program. It is a true partnership, a shared commitment uniting industry, schools, community and government to help everyone who wants to learn to read and write.

For the moment, we are considering that this is a provincial campaign. The federal government has just begun to recognize that this is also a serious national concern.

I am particularly pleased that my ministry will now be administering the Ontario community literacy grants program, which supports the community organizations which have struggled to support literacy on their own for so long. Throughout Ontario, 107 groups and public libraries are now providing volunteer instruction and outreach programs with the aid of these grants.

Our strategy is to reach as many people as possible by offering as many learning options as possible. Through the colleges, the school system, community organizations, workplace

programs and other measures, we will turn the tide of illiteracy and enable thousands of Ontarians to set sail for a whole new world.

In addition, we bring literacy training right into the workplace through projects sponsored by unions, employee associations, employers or employer associations. To date, training projects have begun in Windsor, Metro Toronto, Hamilton and Kenora.

In the modern economy, many youths need a boost to get started on their careers. The ministry's Futures program, launched in November 1985, continues to forge ahead, smoothing the transition between school and work.

Futures can help disadvantaged young people gain vital job experience. It provides a variety of services to ease entry to the workforce: services such as counselling, life skills and pre-employment preparation, work experience, on-the-job training, monitoring and follow-up. In a special option, we guarantee one year of full-time work experience for high school dropouts who undertake a formal program of educational upgrading on their own time.

Futures has been a phenomenal success in enhancing the employability of young people. Since Futures centres opened their doors across Ontario, we have served more than 75,000 young clients. We have found that, three months after leaving Futures, two out of three participants are either employed or back in school.

The program has produced thousands of personal success stories. A young woman in Dunnville, for example, will soon be managing a new bookstore, following a Futures placement in accounting and office procedures. She says, "I don't feel I would have had this opportunity, or been able to handle it, without Futures."

A 19-year-old from Espanola has turned away from a life of crime, thanks, at least in part, to a pre-employment preparation program. For the first time, he has a goal in sight, becoming a chef: "If it wasn't for Futures," he said, "I would be in jail."

1620

Or consider the Fort Erie youth who found himself unemployed after a series of seasonal jobs. He joined Futures, was hired permanently by a local manufacturer after a work experience placement and is working on his high school diploma at night.

But despite the achievements of Futures and despite our buoyant economy, a core of employment-disadvantaged youth persists. We still have 91,000 unemployed young people in this province. Their lack of formal and basic

education is a big part of their difficulties. It affects their job stability and their opportunities for advancement.

This summer, the ministry introduced a new part-time work, part-time school option under Futures to offer another chance to unemployed young people who want to go back to school. Our new approach, developed in close conjunction with the Ministry of Education, is unique. It represents an imaginative response to youth unemployment and a bold move to help high school dropouts.

The new Futures option enables unemployed youth to work 16 to 20 hours per week for up to one year while earning at least three high school credits. Participants receive an allowance of \$100 a week, plus minimum wage for hours worked. We expect that this invitation to pursue a high school diploma, so important for secure employment in today's workplace, will prove popular with the target group of young people.

With this new option, we are concentrating our assistance on the most severely disadvantaged group of unemployed youth, those who are unlikely to seek or obtain educational upgrading on their own. This program could well be the touchstone to prevent a double loss, a tragic loss of individual opportunity and a loss to society of potentially productive human resources.

This summer, we made some other changes to create an even more effective Futures program. Originally, Futures offered a maximum work placement of 16 weeks to provide experience and training in simple job-related tasks. Now we have an enhanced training option which permits a 10-week extension if the employer can offer more intensive training. Those people who take up this option will receive up to 26 weeks of on-the-job training and gain a strong foundation for a future career.

We also modified our eligibility rules. Previously, Futures was limited to those who had been unemployed for 12 consecutive weeks. This excluded people who changed jobs frequently, took any short-term job they could get, but were never out of work long enough to qualify for the program. We have opened the door to these young people by extending eligibility to those who have recorded a total of 16 weeks of unemployment during the previous year. The new guidelines will allow several thousand more young people per year to participate in Futures and thereby improve their employment prospects.

This July, the federal and provincial governments signed a \$100-million agreement to assist

recipients of social assistance to prepare for and obtain employment. We are working with the Ministry of Community and Social Services and with Ontario municipalities to establish a formal procedure for referring young social assistance recipients to training and employment programs. We expect 5,000 young people on social assistance to take advantage of this opportunity each year. I regard this federal-provincial arrangement to enhance the employability of disadvantaged youth as a positive step forward, helping such young people become self-reliant, productive members of the community.

The Ministry of Skills Development also serves young Ontarians through its summer employment programs, which provide valuable work experience and also earnings to finance an education. This year we created 53,000 jobs under the Ontario summer employment program, which provides wage subsidies to private and nonprofit employers, and through Experience '87 we supported more than 7,400 jobs with Ontario government ministries and related agencies and organizations.

In our entrepreneurial economy, it is essential to promote the ownership of small business as a career option. This is the aim of our startup program, which has two parts. Student venture capital provides interest-free loans of up to \$3,000 to start a summer business, while youth venture capital offers loans of up to \$7,500 to launch an ongoing enterprise.

We have just raised the youth venture capital ceiling from the old level of \$5,000, in keeping with the rising capital costs of starting any business venture. We have also changed the repayment terms. These changes should attract an extra 300 young entrepreneurs per year to the program, a 40 per cent increase.

I have been speaking of short-term, quick response training. I also want to stress that long-term training is an essential preparation for many occupations. It is also an important option for the two thirds of the young people who enter the labour force directly from school. This training is provided by our well-established apprenticeship system.

This year, while implementing Ontario's training strategy, the ministry has been gearing up to modernize and revitalize the apprenticeship system. We intend to make this tried and true system more relevant and effective than ever through a series of innovative and carefully planned reforms.

Our new initiatives, all of which will start in 1988, will boost the number of apprentices by

half, to 60,000, over the next five years. The number of participating employers will also increase sharply, from 20,000 to 35,000.

We estimate that the majority of the new apprentices will be in new trades with employers who have never participated before. More apprenticeship training will be for women. Our new package will more than double the province's commitment to apprenticeship, to \$25 million a year from \$11 million at present.

We plan to introduce apprenticeship training courses in occupations that respond to new technologies. While most apprenticeship programs now require three to five years, training for some of these new trades will take only two years, a feature which should make the option attractive to both workers and employers.

The new trades will be identified through consultations with labour and management across the province. For example, we have already received requests from the plastics industry for apprenticeship programs in occupations particular to that industry.

In June, the ministry presented a discussion paper on training women in the workplace at a federal-provincial-territories meeting. This document observes, among other points, that women now comprise less than five per cent of all apprentices. It notes that, with the ageing of our skilled workforce, new opportunities are opening up for women to enter the trades.

The ministry will take a number of measures to increase women's participation in apprenticeship. We will direct a public education campaign to young women, parents, employers and the school system. We will provide preparatory training so that women will have skills and confidence before seeking placements as apprentices. Our apprenticeship field offices will assist women in locating training positions.

1630

We expect that, over the next five years, the participation of women will increase by 150 per cent. That will be an improvement over the present level, but clearly only a start. We hope the greater visibility women will achieve in the ranks of apprentices will provide role models to encourage others to consider nontraditional employment.

The usual format for apprenticeship consists of on-the-job training for four or five years, broken by three or four in-school sessions of eight weeks each. Business and labour, however, have pointed out that this is not always the best approach. Other options include completion of all classroom training before workplace training

begins, or a co-op system involving longer, more intensive in-school training periods.

We will work with industry to implement these new formats where appropriate and offer the new options in addition to the traditional apprenticeship programs. Trades, such as industrial woodworking, auto body repair and motor vehicle mechanics, are prime candidates for new approaches.

Government provides loans and grants to help post-secondary students cover their educational expenses. By the same token, the ministry will assist apprentices to buy necessary tools and equipment, which can be quite expensive. Tool costs for apprentice motor vehicle mechanics, for example, range up to \$7,000.

We will offer grants covering 25 per cent of tool purchases to all apprentices completing their first year of training. This will help apprentices carry some of the financial load and should expand access to this long-term training option.

The government of Ontario is the second-largest employer in the province; only the federal government employs more people here. Yet the apprentice-to-journeyman ratio in the Ontario public service lags behind that in leading industries. Our government will begin hiring and training new apprentices to match the record of private sector leaders within three years.

Let me add that to prepare for these innovations in the apprenticeship system, we have reorganized the field operations of our apprenticeship branch. We have created five districts headed by managers with staffing, budgeting and decision-making powers. The district managers report to the newly created position of assistant director at head office. We believe the new decentralized structure will streamline administration and improve client service.

The success of these initiatives to expand and enhance apprenticeship depends on continued partnership with the federal government. Ottawa pays for classroom instruction and also provides income support to apprentices during the in-school period.

However, I have very serious concerns with the evolving federal position on the funding of apprenticeship, as expressed by the federal minister in early November.

Mr. Bouchard indicated that his government is considering limiting federal support for apprenticeship to occupations designated under the skill shortages program of the Canadian jobs strategy. This approach would have the immediate effect of disqualifying 48 of Ontario's 66 regulated

trades, jeopardizing 8,500 employers and 11,500 apprenticeship positions.

To regain federal support for future apprentices in these fields, employers would have to convince federal officials to designate those occupations. It seems obvious that not all of these regulated trades would qualify at any one time for skill shortages designation. When new trades are established under the provincial apprenticeship system, employers would again have to go through the federal designation process or, perhaps, have to wait until the need for such trained people reached critical shortage proportions before being supported by the federal government.

This proposed new approach offers many potential liabilities, including a cumbersome bureaucratic procedure. It would wrap a great deal of red tape around what has been a responsive market-driven system.

A recent study conducted for both our governments by ABT Associates demonstrates that the private sector pays for 90 per cent of the costs of apprenticeship. It seems fair to me that the partner who shoulders the risk should drive the system. Government has no crystal ball which would allow us to second-guess investment decisions by the private sector concerning future skill needs.

Recently, I wrote to Mr. Bouchard to urge him to reconsider his position and review other funding options with us. I am awaiting his reply. Without continued and reliable federal support, we will not be able to count on the apprenticeship system to help us meet the challenges of competitive change in the next decade and beyond.

Apart from its role in apprenticeship, the federal government supports a great deal of training in Ontario under the Canadian jobs strategy. The three-year Canada-Ontario agreement on training, signed in March 1986, defines the federal and provincial roles and provides for federal purchase of institutional training in the province.

In the current fiscal year, the federal government has allocated a total of \$167 million for institutional training in Ontario under the agreement. The bulk of these funds, \$127.2 million, is earmarked for direct federal purchase of training places from our community colleges.

Of the remainder, \$25 million has been allocated to community industrial training committees to purchase training as they see fit and \$14.8 million in federal funds is going to other third parties for training purchases. The colleges

are now competing actively for the federal training dollars allocated to the community industrial training committees and other third parties.

A major problem we faced this year, however, was a long delay in the confirmation of the federal allocations. The 1987-88 figures were not finalized under September, fully six months into the fiscal year. This time lag made it very difficult for the colleges to gear up to respond to changing training needs.

Ontario is also asking the federal government to create a new Canada training allowance to provide income support for adult workers taking long-term training. This Canada-wide allowance would be designed to alleviate some of the current bureaucratic barriers to long-term training. This new allowance would cost \$750 million to \$1 billion per year by the mid-1990s. Its introduction will support efforts undertaken in Ontario and other provinces to develop the training systems we need to remain competitive.

In summary, across Ontario, I sense a ground swell of training enthusiasm at the community level. In Kenora, the committee for skills development started a program to train those in hospitality businesses. The six-hour course is repeated as often as needed and costs \$15. This will give Kenora, a region famous for its scenic parks, hunting and fishing, enough skilled workers to successfully play host to the more than one million tourists who visit every year.

In the executive suite and on the shop floor, industry is making skills development a high priority. My ministry is providing leadership to stimulate and reinforce this momentum. The training culture is becoming a flourishing reality in Ontario, and countless thousands of men and women will enjoy long and fruitful working lives because of this reality. I am looking forward to hearing the committee's suggestions on further steps towards a skilled Ontario workforce second to none.

I believe that it is accurate to say that the overriding purpose of these estimates debates is to enable you, the members of this committee, to determine that the Ministry of Skills Development is affording the taxpayers of Ontario true value for their tax dollars. I believe without hesitation that this is the case for this ministry. It is investing in the most valid resources of all, in human resources. The funds we expend will, ultimately, pay enormous returns both for those who benefit directly from training and for all the people of this province.

1640

Mr. R. F. Johnston: It is always ironic to me—I think I have said so in the past—that the length of the statement is directly proportional, or inversely proportional perhaps, to the size of the ministry. I cannot remember whether your statements as Minister of Housing were much shorter, but I have certainly noticed this in other cases. Only Mr. Ruprecht as Minister without Portfolio responsible for disabled persons was able to go on longer with less money to talk about.

I want to talk a little bit about the philosophy of the existence of your ministry and put my comments generally in that context at this stage and then move into more specific matters as we get into line by line, although I may be tempted into detail from moment to moment. By the way, I thought it was a nicely written opening statement. My congratulations to whomever.

This notion of a training culture, this idea that somehow this is reality in Ontario rather than something we would like to aspire to, has been a real problem in our society in terms of our capacity to participate in the modern world up to this time. It strikes me as slightly ironic. The whole question of whether one develops a small ministry to deal with that or whether one gives it the proper clout it should have within the existing frameworks of some of our larger line ministries is something I would like to talk to a little bit.

The first thing I would like to ask about is why we still do not have an act that says this ministry should exist. You members may not know this, but it is common practice for ministries to have a ministry act which says, "This ministry shall exist to do these things." Instead, in the Ministry of Skills Development we still just have, after all these many years, an order in council, which I presume keeps getting renewed, or whatever. It must make the various ministers feel a little uneasy about the permanence with which their ministry is seen.

One of these days, no doubt, we will see this becoming a permanent ministry, but I hope not. Perhaps this is a sign that even the government is willing to reconsider whether skills training should exist as a ministry or whether it should be divided appropriately and put into the ministries that are more suitably designed for its implementation. You and I have chatted a little bit just in terms of the whole notion of illiteracy and the appropriateness, or lack of appropriateness, of the Ministry of Skills Development having paramountcy in terms of delivering literacy programs.

For someone like yourself who has been involved in this whole field for many years it must raise questions as to how we would structurally set up a ministry to do rehabilitation work for the failings of the education system in Ontario. You are put in a very dangerous position against a very powerful ministry with all its economic clout within the cabinet to be set up in terms of doing this resuscitation attempt of people who have been failed miserably in our education system. Somehow that is placed on your table. Not only is it placed on your table, but also in the hands of a ministry that by its very nature is supposed to be dealing with skills and is not supposed to be dealing with the larger life questions that are involved with illiteracy.

It seems to me that you put your finger on the problem in your opening statement. You enunciated in paragraph after paragraph how horrible it is to be illiterate in a modern, developed society like Canada. A lot of the examples you raised were things which have very little to do with employment. They had to do with things like being able to read your prescription on drugs you may buy. That seems to me to point up the very matter that I am trying to raise; that is, why would skills development be given primacy in the delivery of this ministry?

(House quorum bell)

If certain members of the Liberal caucus want to rise now and run to fill the quorum problems—it must be hard to keep a quorum when you only have 95 members to draw from. If some of you would like to leave to go and do that, I will understand and will not be hurt at all. But you do not mind if we just continue along, presuming that the government will find enough members to get 20 people in the House before too long.

Hon. Mr. Curling: There is no problem at all about that.

Mr. R. F. Johnston: Yes, I would hope they should, with 95 members of the chorus over there.

Mr. Chairman: I gather it is the custom for people to leave.

Mr. R. F. Johnston: Generally speaking, it is, yes. One would have thought this will put the whip Reycraft's head on the line. With 95 members you cannot deliver? There it is. The bells have stopped, a reprieve for all of us.

To come back to the serious matter at hand, I wonder whether in your response to my comments which will follow the comments of the critic for the third party, you might speak a little about why you think your ministry should have paramountcy. I am not saying you should not

have a role. Clearly, the importance of having literate workers is there and is self-evident.

There are fewer and fewer jobs where a person without any ability to read or write can function in our society at this stage. There is little doubt about that and, therefore, if you are talking about the development of training skills, the whole question of the ability to deal with language is key. But surely it makes no sense at all for you to have primacy.

Now I know that asking a minister of a particular ministry to divest himself of a certain responsibility is like asking somebody to give up his house or something. I do not know. It is one of those things that they never seem able to do, like the Ministry of Correctional Services giving up a certain part of its portfolio, even if it makes sense that the Ministry of Community and Social Services should do it. Once you get your territory, you just do not want to give any of it up.

But it does strike me that, before we go too far down the road in public policy on literacy, we should learn and change the structures. First, we put it into Citizenship and Culture, a very strange notion in general, and now we have moved it into Skills Development. Surely the arguments against that in either case are very clear, and that should not be the case. Each of these ministries needs to think about this if it is going to continue to exist as a separate ministry. Certainly, literacy is a problem for various members of ethnic communities. There is little doubt that evidence of that can be found.

It is, of course, a major problem for fifth-generation Canadians and therefore it is not appropriate, it seems to me, to be lumped into that ministry. I have already made the arguments why it should not be primarily the responsibility of Skills Development and I hope you might respond to that.

The other thing that has struck me is that your role as a ministry around the whole training question seems to me to be something which, one could argue, should be better placed in either Labour or Colleges and Universities. Perhaps the government should be looking at changing how we now structure our division of education responsibilities. That is to say, perhaps it is time to look at a separation of the Ministry of Colleges and Universities, which is one approach you could take, and have only a Ministry of Universities while colleges and skills training could be moved into one ministry.

This, of course, would be only one possible route, but the fact that our colleges on the whole have not become the polytechnics they were

expected to become and we have a deficit in that area in Ontario, in terms of the rest of the industrial world, would be an argument. Instead, they have dealt more with training and shorter-range programming. There is some major argument to say that the delivery of the major training elements of your ministry should be the responsibility of that ministry.

I would be interested to know what your thoughts are on this, because it strikes me that there are several areas where your ministry is caught in an awkward position, trying to fund local community groups to do certain kinds of skills upgrading and trying to fund community colleges, perhaps in the same community, to do the same thing. That is creating some awkward difficulties around the province. I am sure we will get to talk about that as we go through the estimates.

1650

I would be fascinated to know if you share any of these opinions or if you feel it is important that your fiefdom continue; that is, that exponential increases in staff and resources are things which, of course, any minister in his right mind would covet and you do not want to cede to another ministry. But if we really do want to get to the position where training and a notion of education as a much more vibrant, lifelong function than it has been in the past becomes part of the reality of our society, I wonder if in fact the formation of a ministry which is going to be caught in the middle of the mandates of other major ministries or be, in fact, in opposition to some of those ministries is a good idea. I would love to hear your reflections on this after your few months now in the ministry.

I will have a number of questions around the success of your ministry. The Provincial Auditor raised a number of concerns which were of interest and I am sure you have some responses to them. In fact, you have indicated that in a number of areas you have already moved on some of the concerns and that sort of thing.

In terms of this, as I go through your estimates book, I just raise with you, and with the chair actually, the fact that estimates books are notoriously unhelpful in terms of understanding what is really going on. That is part of their purpose, I am sure, traditionally. Now that the ministry has been around for a few years, it might be better to have a little more longitudinal information here than we have presently. We might not just be comparing estimates to estimates, but estimates to reality a little more often than we seem to be in the way your ministry

has laid this out. It would be helpful to members of the committee to understand what is going on here.

How many years has it been since the ministry was started? Was it 1985? If we had a three-year period here to look at, it might be more interesting in terms of some of these programs. The actual figures spent might be more interesting than what we have presently.

I want to know a little about your hiring policies. In looking at the large numbers of staff that have been brought in because of the flourishing numbers of new programs you have brought on in the last number of years, one thing that struck me was that I wondered if you could let us know how many contract employees you have and if there is a policy within your ministry or if it is just part of the day-to-day reality of your ministry that you are renewing contract employees and we are not getting many actual civil service positions in the long run. I wonder if you can give us some kind of a breakdown of who is contract and who is full-time civil servant within the ministry. It might be another indication of just how long the government feels the ministry itself is going to be around. I am not sure, but it would be interesting to get that kind of information.

I also thought you might have spoken more in your opening remarks to what seems to be the case—and again this is trying to read the estimates, which is like reading a fuzzy blueprint with faded ink—are you underspending virtually everything on a regular basis or are there areas where you are actually spending all the money you have been allocated?

I go through this and look at the skills training side of things and I see that you seem to be spending about 80 or 90 per cent of your money in a given year, but you never seem to get rid of it all. I was wondering if this was just frugality and careful management of resources on the part of the ministry or whether it was lack of demand that was causing your difficulties.

Mr. Jackson: Bob was late with the cheque.

Mr. R. F. Johnston: Bob was late with the cheque. I see. I would be fascinated to know more about that. We will come to Brian in a minute or two. You can be sure I will come to Brian and, in some sort of defensive posture, no doubt, Cam will as well. Mine will not be particularly defensive but I am also hoping we will not end up with the situation of Brian Mulroney—we are now talking about the Prime Minister—I say with due deference that we will not be using him as some kind of scapegoat

reason for not proceeding in programs that really need some work.

I wonder if you can tell us about Ontario's Training Strategy and the amount of money that you actually spent compared with what was budgeted to be spent and why we should think you are actually going to spend the \$100 million you have got for this year. Can you give us that kind of information?

I also want to know why the apprenticeship programs, which you have indicated are in such great need in this province, have also been underspent again in the last period. We might as well deal with that briefly, in terms of Mr. Mulroney.

I read the last part of your statement with interest because, although there is a lot of talk about apprenticeship development, you also say, quite provocatively—on page 34, just in case you do not remember when you said this—"The success of these initiatives to expand and enhance apprenticeship depends on continued partnership with the federal government."

I wonder if that means that all the figures you have used around apprenticeship, and the numbers of apprentices that you anticipate we are going to be providing in the province and the number of employers that are now going to be providing apprenticeship through your initiatives, are dependent on Mr. Bouchard changing his mind or whether it does not matter to you and that you are going to guarantee that Ontario, at least, thinks apprenticeship is of a serious enough matter that you will be willing to put in the bucks if Mr. Bouchard, for whatever his political reasons, continues with this insane notion of reducing the number of acceptable apprenticeship categories in the province.

I find it amazing that we would have the skill shortages that we know are there. Even the federal government—I notice the last little list that I received identified some 66 areas of deficits where we needed more skilled workers, not to mention the cultural sector, where they found another 23, and yet they are planning on cutting down the number of acceptable groups to 16: "This approach would have the immediate effect of disqualifying 48 of the Ontario 66 regulated trades."

I wonder if you could get for us some comparative information from other jurisdictions, especially western Europe, in terms of the number of trades and groups where apprenticeships are developed and acceptable. It is my understanding that in western Europe especially there would be three to four or five times that

number of groups that would be eligible for apprenticeship programs, and for which apprenticeship programs would now exist. I am wondering if you could tell us, as you respond, just where your government intends to go in the development of new categories of acceptable apprenticeship and how you see developing that in the face of a federal government which obviously seems to be reducing its input?

It also seems to me that one of the failings of apprenticeship programs in the past has been that small employers have had the bulk of the apprentices and then have had them stolen by large employers who have not actually developed their own apprenticeship plans. I am wondering if you could give us some statistical information about that, about the breakdown of who provides apprentices and what happens to the apprentices who are developed by small corporations.

If that is the case, I am wondering if you could tell us what plans you have in place to make sure this kind of raiding does not become the norm. I know in the past your predecessor, Mr. Sorbara, refused to move himself in the direction of having some kind of major government standard established for this to make sure there would be some guarantee that corporations would produce their own apprentices according to their own workforce. I would be interested in hearing whether you have any plans for overcoming this problem that has shown itself time and time again in our apprenticeship programs. I think you also gave us a figure for the percentage of women in apprenticeship programs. Was it around five per cent? I cannot remember.

Hon. Mr. Curling: Yes.

1700

Mr. R. F. Johnston: It was something like that. I wonder if you can give us an idea how much that has changed over the last three to five years—give us five years—so we can see how well all these affirmative action programs are working in terms of the mammoth increase of women apprentices. Could you give us some kind of projection for the numbers you anticipate being able to produce through your plans in the next little while, with or without the federal government's involvement?

I would also be interested in knowing whether you can give us information about visible minorities and other disadvantaged groups in terms of their participation in apprenticeship programs, and whether there is any significant information on that which might tell us whether or not they are being excluded from that kind of

potential job direction as well as all the other things they are cut out of.

I hope you will bring some of your labour market research people, if they are not here at the moment, to talk a little bit about what statistics you use and whose information you use on what is happening in the market out there to judge how we make our plans for the future, because it strikes me—I am very new at this ministry's area, as are you—that there seems to be conflicting information coming from the various sources, federal and otherwise, about what the trends are, what kind of openings are coming up in the future and what our projected needs are and over what period of time. I wonder if we can get into more discussion under that line item about just what your ministry people use to determine the directions Ontario should be taking in terms of its training.

I wonder if you can confirm for me that in terms of training only less than 30 per cent—I think the last figure I saw was 27 per cent—of the corporations in Ontario have training programs at all, if that figure still stays the same. I notice you have something in here about enhancing the programs that would be undertaken in the various industries. Is it true that in fact it is something like only two or three per cent—perhaps it is somewhere between the two, 2.7 per cent or 2.8 per cent—of these companies that actually have training programs longer than two weeks?

In other words, what is happening with training and business is essentially that they train you to work a new instrument or machine that they need in their process. They do not train you any more broadly than that. If that continues to be the case, then I guess I am going to want to ask you some more questions about your new approach on giving money to the private sector, which has failed so dramatically in investing in its own future and in its employees. Why should you be pouring more money down that tube?

I wonder if you can give us some idea how the training access support allowance is used and just how useful that is to people. In that context, and I will raise it in terms of a number of your programs, there is the report that was done by Burt Perrin on helping people on social assistance to use your various training and skills programs. It would be interesting to me to know just how you are targeting that group. There is some reference to it in your speech, but do you as a ministry know, for instance, how many young people there are under the age of 25 on social assistance and where they are; and is that part of how you then target them to be part of either of

the two pilot projects you have had with Futures? We can talk about that a little bit later on.

Just how is it that you determine you will be able to get 5,000, I think you said, social assistance recipients participating in that program over the next little while? I would be interested to know how you are making those kinds of connections and what kind of social planning is going on.

I would like to talk a little bit about the fact that your ministry does not seem to have made great inroads into that very disadvantaged community, given, as I would have expected, it would have been an area of prime concern to you for a number of your programs, whether it involved literacy problems for adults or the whole range of youth employment problems faced in that community through Futures and other programs. I would like to talk more about that with you as we go through.

Can you tell me if you have any plans at all for the community industrial training committees to receive provincial money? I gather that at the moment they receive only federal money and that is what you were alluding to in your statement. As we go through this, can you tell me whether they are going to be receiving any provincial dollars? If so, how are you going to determine which provincial dollars they should get in comparison to what you give to the community colleges?

As we start talking about literacy, I will want to talk a little bit about differing attitudes that develop, because you are dealing primarily with skills and training as compared to the way the Ministry of Citizenship and Culture used to deal with all the questions around literacy and English as a second language. We can perhaps talk about that further as we go into other matters.

What I would like to focus on now for a few minutes is Futures, if I can move to the youth side of things for a little bit. I happen to have come across your statistics based on the period of April 1987 to June 1987. I do not know if you have any more recent that you can share with us. When I went through these statistics, I, like the auditor, was a little concerned about your notion of what is a success these days. The way I read the statistics in looking at what you have provided is that you now have three categories; rather than positive and negative you now have positive outcomes, negative outcomes and neutral outcomes.

Among your neutral outcomes is the noncompletion of a Futures program because of voluntary withdrawal. That is neutral; it is not negative

or positive. You have a noncompletion because you have lost contact with the people. This is neutral; this is not negative. I am going to want some kind of explanation of this, because it seems to me if you do not even know where somebody is and they did not complete, that should probably be put down as a negative rather than a neutral outcome. I suppose you could say: "We don't know. They may be millionaires now and just never called us back." That is a possibility, but it strikes me as a bit strange.

The noncompletion for other reasons is not defined and is also put down as neutral. Noncompletion because of incarceration is even put down as a neutral. It is good that you are not judgemental about that; I think that is positive. If you are using that group to bring you to a 70 per cent success rate, by your rationale, I think your ministry is fudging the statistics a little bit.

Let us look at one of the positive outcomes. You have one here which says that noncompletion because the person was referred to another agency is a positive outcome. I suppose that could be true, but it may not be true. It surely would depend on why they were referred to the other agency and what they are doing there, as to whether it has been what you would call a success.

Even in the most generous kind of interpretation of what you have produced here, I would suggest that you have about a 50 per cent success rate. If somebody enters this program, he has about a 50-50 chance of coming out, completing the program and being in school or employment afterwards for three months, which is all you follow them for. That would be my estimation of what your statistics say.

1710

I am wondering why you are fudging the statistics. I guess if you are going to tell me that you are not, then when we get to the Futures item we are going to have to go through each one of these categories and you are going to have to bring me not just examples but large lists of all the cases to tell me when a noncompletion for voluntary withdrawal was just a neutral outcome and explain to me how you are doing this kind of thing, other than just putting a good face on a program which has limited success.

As to the adjectives that have been used, I should say to the Liberal back-benchers who are new here that I have sat through several of these estimates now and Mr. Sorbara never used any word less than "phenomenal." "Phenomenal" was your word today, was it not, about the success of Futures? I think it was "phenomenal."

He has used other words—"stupendous," "awesome," "overwhelming" and "runaway." "Runaway" was one of the words. Runaway is true; some of them did run away, there is little doubt about that. That was a neutral outcome; I do not think that was a negative outcome, necessarily.

I think it is time we got a little more frank with what we do know about Futures and what it is actually producing and not producing. It may be that you should not be so afraid of the fact that with people who have been failed by the system as much as having failed the system in the past, a 50 per cent rate is not that bad. I do not think you should get so statistically concerned here that you need to create these kinds of categories that make the whole program a little suspicious, frankly.

I want to know what has happened to some of these kids after three months. I want to know why you are not doing more of a follow-up to see what is happening to them, given the fact that you understand that these kids are all moving into marginal jobs—most, not all. A large percentage of them seem to be moving into marginal jobs at minimum wage or slightly above, which in a boom economy such as we have now may have more stability in them than at other times but which are still very vulnerable kinds of positions.

I would be very interested to know a little more about the outcomes in terms of six months and nine months for some of these people who are supposed successes at three months. For a ministry that has been going for several years and that is looking at training as some kind of larger cultural trend that we should be moving into, I think we should understand that for the disadvantaged kids whom you are putting into this program or whom it is geared to, just 10 or 16 weeks of training and then off for three months is not enough to know that these kids are now going to be able to adapt to other crises in the world of work that they are going to run into. It seems to me that kind of follow-up is really crucial.

I know your statistics for the number of minority groups that are participating for this period, but there are a number of questions I have for you coming out of those bald figures. I will run through the list. Racial heritage: southeast Asian, 1.45 per cent; south Asian, 1.29 per cent; black, 3.78 per cent; native, 4.20 per cent; white, 88.08 per cent; not known, 1.21 per cent. I take the not knowns as people who did not wish to divulge and people who did not want to pursue that.

I do not think that is a statistical problem. I want to know what you can tell us about the

percentage of the population that is unemployed that is in any one of these categories. In other words, what is the percentage of the unemployment force in the province that is black? What is the percentage of school drop-outs that is southeast Asian?

Knowing these figures in terms of the general population is not useful in a social policy term, because judging them against the expectations for the white community and the middle-class white community is irrelevant when you are talking about kids who are failing the system because of structural problems. You want to know where they fit in terms of the disadvantaged, you do not want to know in terms of the larger society.

I want to know what information you can get me to let me know whether the fact that you are entering 3.78 per cent of your clients in April to June 1987 who are black in any way relates to the number of young black kids who were unemployed, who were out of work for 12 weeks during that period and who needed this kind of help. I need to know if that is a relevant statistic. In other words, if 10 per cent of the unemployed kids to meet your eligibility criteria are black, then you are not meeting the real needs that are out there. If it is only 3.78 per cent or it is less than that, then you are meeting the criteria. I would like to know that.

The other thing I would like to know is your outcomes because, although you have an idea of who is coming in and participating, you do not tell me who your successes are, who your failures are and who your neutrals are, to use these same categories that you developed. How am I supposed to know whether or not you are having success being culturally attuned if I do not know what the outcomes were by the same statistical breakdown?

I guess I am asking you to provide for me for this same period that information, so I know whether or not in the system, even if you bring in 3.78 per cent blacks, those kids have a lower success rate within the program than do the white kids or have a higher success rate. To know whether this is a real success or not and is actually meeting needs, we need to know that kind of information and we really do not have it here at this time.

I would like some explanation as well from these statistics about the education levels of people. I was kind of surprised that as high as 40 per cent in a given quarter, and this time it is 38.69 per cent, of the kids participating in

Futures were graduates of the secondary system. I found that really interesting.

I would have presumed we would have had a higher percentage who were drop-outs. I would have thought it would have been around 80 per cent drop-out, with 20 per cent who were graduates. It says something very interesting to me in terms of two things. One, you are getting hold of and drawing into the program those kids who actually have dropped out and why they are not coming in in higher numbers; and, two, it says something to me as well about the quality of graduates we are producing in terms of their capacity to enter the workforce.

I think what it does for me is to reinforce some of the kind of rhetoric I had seen in past years about our failures as an education system; that is to say, that we have a really good education system in terms of the teaching that is done, etc., except when people come out, they are totally unprepared to enter the workforce. That is the difficulty.

I am wondering if that is why we see this percentage breakdown or if it is because of something else. I realize it is not a question of their not being eligible for your programs. I understand that. If you look at the categories for Futures programs, several categories are basically geared to drop-outs and only seem to be geared to graduates who have been unemployed for a period of time, but are under the age of 24. Therefore, I really wonder if you can tell me or get somebody to come from the ministry who could tell me a bit about why consistently we are having that kind of 60-40 split, because I find it very interesting.

I would also want to ask some questions about the announcement made by the Minister of Education (Mr. Ward) today and his help to retain drop-outs, to help them get jobs and that kind of thing, to find out exactly what role your ministry has been playing with him in planning these 12 pilot projects that are going to help reduce the drop-out rate by 30 per cent in five years' time, and to know a little bit more about whether there has been close communication between your ministry and his at this time, since your ministry people have had an experience with much of the same group that he is now trying to deal with.

1720

My general look at Futures is twofold. I gather the numbers are again down dramatically right across the province, although I would be interested to know if there are pockets within the province where they are not down.

I gather the rationale from the ministry is that unemployment is down too and that is why we do not have as many of these kids participating. I say to myself, if that is the case, then our notion of what training is and what the requirements are for people to get by in our society are quite different, yours and mine, because it seems to me that students dropping out of school these days—and we know there are very high numbers still dropping out, especially those in basic level courses but right across the high school system—these kids are in need of some basic training if they are going to make it in the long run in our society. To say that just because there is an upturn in the economy, we somehow should not be expecting more of them to be finding their way into programs that should help them to get some stability and preparation for adjustment in the future is not an answer, in my view.

I would be interested to know, if that is the case, at what percentage unemployment you think we no longer need Futures programs. What is the acceptable level of unemployment, from your perspective as a ministry, in terms of the lack of interest and lack of involvement in the program? Is it not just possible that a much bigger problem in terms of Futures is the amount of money that is available to you when you are taking the training? The \$100 is a totally inappropriate amount of money these days, even for that large percentage who are living in their family homes rather than out there in the general community. Tying everything, as we are, to minimum wage considerations is no answer either.

I would be very interested in getting into a bit of dialogue with you on that, because all I am hearing from the ministry at this stage is that it is the statistical fact of unemployment being down that is important, rather than other factors. For instance, if I could just raise with you the anomaly that is out there right now, which we know about, it is that while unemployment is down, the participants on social assistance programs are up and have not dropped. The most disadvantaged group in society, economically speaking, has therefore not dropped at all and we have kids who presumably could benefit from this kind of program and yet they do not seem to be moving into your program in any large numbers. I really wonder where you see this ending up.

I wanted to ask you a few things about the hotline. I have been impressed by some of the statistics I have seen about the vast number of calls coming in. I began to presume it must be a

source of entertainment for some people that they must make these calls in, but I saw somewhere or other that on your hotline for youth calling in, I think 43 per cent of the calls were for information about the Futures program.

If that is the case, I would like you to tell me, if you can, what the number of referrals to the Futures program from the hotline has been. The only statistic I saw on this was that down about one per cent of the overall case load actually came through the hotline. Perhaps somebody could come before us and explain why there does not seem to be a connection between the huge number of calls asking about Futures and the drop in enrolment and the fact that very few people seem to be stating that they have come to the Futures program because of a call they made to the hotline. Can you tell me a little about the young entrepreneurs you are developing around the province? I have a profound interest in entrepreneurship.

Interjection: Revenge of the young Tories.

Mr. R. F. Johnston: Revenge of the young Tories; that is right.

Do you have the page I should turn to, where you have made your comments today? That would be the best place to start on this. I think it is a good thing that we are developing young entrepreneurs. I want you to know that. That is a very good thing. I am on record. Here we are, youth ventures.

Do I understand your comments on page 29 of your statement to be that you are expecting an increase of 300 young entrepreneurs in this year? That is going to be a 40 per cent increase for your youth venture capital acquisition. I am no good at math. What does that mean in terms of the number of young entrepreneurs whom you now have using the program? Is that 700?

Interjection.

Mr. R. F. Johnston: It is 750. Thank you, George. He is good at math; I am not. I have need of some skills training. We do not want to go into a long list that I could recite.

Is that all that you have attracted to this program? I am concerned that in this province of free enterprise, etc., where you are giving a \$5,000 giveaway, which clearly was not adequate, and now you want to give \$7,500, you have only 700 young people wanting to participate. Could you tell me, in terms of the loans that have been made, what the default ratio has been? How many defaults have you had up to this point? I know that with young entrepreneurs, it is risk capital. I understand that.

Mr. Jackson: How many rejections?

Mr. R. F. Johnston: You want rejections too? All right. Mr. Jackson would like me to ask for the rejections. I am sure he will ask as well for the number who have been rejected. More important from my perspective, how many of these businesses did not work out and how much is outstanding there that has been lost in this program?

One thing I want to know is about your summer grants programs. When I look at the figures, it strikes me that there are an awful lot of repeat businesses using this program. I wonder if you could give us the figures for the number of companies which have been using your summer employment program now year after year as an employment generating factor. Am I out of time?

Mr. Jackson: No, you are fine.

Mr. R. F. Johnston: Just how many new companies are actually participating in this venture? What I am concerned about is that some people might find this an easy way to get some good cheap labour for a while over the summers and other people who would like it may not be getting access to it. I would like to know the makeup of it and, again, how many rejections there have been of new applicants to that program. I have another question around that, but I cannot remember what it was. I am sure it will come to me when we get to the item.

I know you have got these three new options in Futures for ways people can participate. I wonder if you can tell me a little about the part-time work, part-time school option. I know it was suggested only in June or July—some time around an election, whenever that might have happened. It certainly was not mentioned during the budget at all. It became an important change to the Liberal Party position just before the election. Could you tell me what its status is now, how you see that working, and if there have been any problems identified by school boards with this concept? Can you get into some detail about that?

There is a final thing I want to raise with you and then I will let Mr. Jackson in for a while and he can head on for as long as he wants.

Mr. Jackson: Fine.

1730

Mr. R. F. Johnston: Here we are. You have a number of figures you put in to reflect the increase in minimum wage around the province. I am not sure if this is real or not, but if you look at the youth employment section of things, vote 3301, item 3, you have a note at the bottom of page 37 which says, "The reductions in youth

training and employment transfer payments reflect improved labour market conditions for Ontario's young people and are in line with the Treasurer's 1986-87 Ontario budget, increased to reflect additional requirements associated with minimum wage increases."

Can somebody explain the dollar amounts that are there? From what I can see, they have increased the transfer payments by \$34 million. Does this reflect the increase of 20 cents in the minimum wage that happened this fall? If it does, could you tell me how many million hours of work it would take to spend the extra \$34 million that would be involved, if that is all it reflects?

I know it must be more than that. It cannot be anything more than my impish sense of humour that makes me ask the question. There must be a better explanation than that, but it strikes me that would represent millions and millions of hours of work increased to spend that, and you have already told us that there is a declining interest in these programs because the economy is doing so well. I will leave off at that and wait until the actual line items before we get into major debate about some of these things.

Hon. Mr. Curling: I am sure you will have some more questions.

Mr. R. F. Johnston: There will be many more questions at that point. It is nice seeing the minister. I promised him, as we had a meeting earlier on, that I would be very easy on him this time and not ask anything particularly cruel or provocative. I am keeping to my word, if you noticed.

Hon. Mr. Curling: These are easy questions.

Mr. R. F. Johnston: These are all very easy questions, which I think you should have no difficulty with at all. I look forward to your responses and the participation of other members.

Mr. Chairman: Thank you, Mr. Johnston. As representative of the third party, Mr. Jackson, would you like to start?

Mr. Jackson: Thank you, Mr. Chairman. I appreciate the fact that we have been provided an opportunity early in the estimates process to get to the Ministry of Skills Development, which I consider to be a rather important ministry, especially in the light of what the auditor has to say about how this ministry has been run in the last year and about the serious underfunding problems which have been identified. I think it is most fitting and appropriate that we are able to deal with this within the standing committee on social development.

I am also pleased that the senior staff of the ministry are all assembled and present. There are about three times as many here as there were last year. I am not quite sure if that means there are that many more of them, or there is that much more interest.

Mr. R. F. Johnston: The economy is doing better.

Hon. Mr. Curling: The minister needs more support.

Mr. Jackson: For just a brief moment the former deputy minister Blair Tully walked in and I thought the next half hour might be far more interesting than we might have been afforded. However, unfortunately he had to leave. I at least would be pleased to congratulate the new deputy minister on her appointment. I am looking forward to the leadership which I understand she is quite capable of providing to this ministry.

That is no slight to the minister. Then again, having suffered through the Housing estimates for two years, I do not think the verdict is necessarily in yet in terms of the minister's efforts.

Mr. R. F. Johnston: They are still to be seen.

Mr. Jackson: Yes, they are still to be seen.

I tabled in the House last week a series of questions to which I believe, from my experiences with the Skills Development estimates, as has also been Mr. Johnston's experience, it was difficult to get straight answers. I am hopeful that those questions which were tabled in Orders and Notices will also be very helpful and that the minister might take the occasion of estimates to respond to them. There are some very basic and simple questions, and I hope that the minister will have the opportunity to sit down with the deputy and examine those and be forthcoming with those during the course of this week.

I will raise several comments in my short statement and then try to be complete well in advance of the chair's anticipated closing time for today so that we can perhaps address structuring which areas in the ministry we would like to deal with and priority in the subsequent two days.

However, I do want to comment briefly from my text that the estimates process is one of the most important vehicles of direct ministerial accountability in our democratic system. It provides those of us who are outside of cabinet with an opportunity to question the minister directly about the programs and the administration of his ministry.

Much has changed in the year since this estimates committee last convened. The voters of Ontario have given the Liberal Party a decisive mandate. Those of us who survived this red tide were also given a mandate, to keep the government accountable and to prevent complacency. This is a task I do not take lightly, and I hope the minister addresses our questions in a serious and candid manner.

The Ministry of Skills Development is no longer in its infancy. Last year at these same hearings I was accused by the former Minister of Skills Development of "expecting too much too soon." Perhaps that comment carried a degree of validity last year, but now the ministry is just under three years old and must be viewed in cold isolation. I watched and I waited and now this clearly is the time for action. This ministry, while achieving success in some areas, has clearly failed to deliver in others.

The administration of this ministry is also of great concern to members of the Legislature and to me personally. The ministry, for the first time under a Liberal government, now has the undivided attention of a single minister. Yet it is still not a legislative reality. As was referred to by my colleague, Bill 9 must be passed to give the Ministry of Skills Development a certain degree of credibility, if not legitimacy. One is forced to wonder if the nonstart of Bill 9 reflects the attitude of this government towards the Ministry of Skills Development; if in fact we are seeing its true priority.

I am deeply concerned that the ministry underspent its budgetary allocations. We want to know why this has occurred and why this was allowed to happen. Perhaps some of the thinkers, whether it is within the ministry or around the Management Board of Cabinet, have become bankrupt of innovative ideas that could take steps to alleviate some of the numerous current problems, specifically the ones that appear with respect to the lack of targeting for identified groups in Ontario whose needs are not being met.

Specifically I refer to women, and I am most disturbed to see in the minister's statement the five per cent takeup rate in the apprentice area alone and that with a five-year commitment we may, in his estimation, only achieve a movement to about 12 per cent. Clearly, stopgap programs of this nature are not going to achieve the real results we are looking for.

As I expected, a good deal of irrational wrath was brought to bear on the federal government in the minister's statements in the House and to a lesser degree in today's statement. More notably,

I am referring to the statements in the Legislature, I believe around November 29, with his letter to the federal Minister of Employment and Immigration with respect to what he perceives as a significant alteration of program funding and direction.

Also, statements by your own Minister of Labour (Mr. Sorbara) with respect to the presupposed vulnerability of approximately 100,000 women in Ontario due to the advent of a free trade agreement, indicate the minister's concern—ironically, the former Minister of Skills Development's concern—that the needs of those workers would not be met within the current framework of skills delivery here in Ontario. That leaves all of us room for great concern.

1740

That is not to underestimate in any way the Canadian government's historic and real responsibility in the whole area of social welfare, but let us not forget that its responsibility is national in scope; that there are provinces in this country where the economic conditions have deteriorated, for various historical reasons, to the point where not even provincial governments can adequately address the needs of their residents. They are fellow Canadians.

In Ontario, the Ministry of Skills Development should have come of age by now and should have the means to manage its own mandate, whether it is related to income support mechanisms or whether it is related to an impact of something like the free trade agreement.

I am very concerned that the Premier saw fit during the provincial election to announce that he had achieved a working agreement with the federal government that guaranteed unemployment insurance benefits to Transitions participants. Recently, we have found that we do not have such an agreement. I am concerned that this was given as a statement of fact at election time. It was not a promise; it was a statement of fact.

The minister has alluded to this in his opening statement. I would ask the minister to table with this committee both the text of the document that he relied upon, in terms of an agreement that he may or may not have had, and any subsequent correspondence with the federal government which would confirm, as is implied in the minister's statement, that some agreement has been broken or violated.

Also, I think it would be significant if the minister would table a copy of his letter to the federal minister. I referred to this letter in the House. You will have to bear with me. It was referred to in the November 30 Globe and Mail

article. Is the minister familiar with the letter I am referring to? Would you be willing to table that with the committee as soon as possible, please?

The most disappointing aspect, I find, of the ministry's performance to date has been its inability to implement effective delivery mechanisms for some of its existing programs.

I was told last year at these hearings by the former minister that I was too critical of Futures and I was told by that minister to stay tuned. I am still staring at a blank screen with respect to this program. Mr. Johnston has alluded to some of the statistical deficiencies. The Provincial Auditor in his report has clearly illustrated the plight of the Futures program. He addresses the administrative as well as program faults for all members of the House to examine.

When referring to the auditor's report, we find out that the offices and not the participants received \$4.4 million more in funding than they asked for. These offices came fully loaded, equipped with all manner of additional items. There has even been allusion to refrigerators and microwaves. Moreover, we have been informed by the auditor that certain eligibility requirements were almost totally ignored. The ministry has replied that it is studying the problems and will correct them accordingly.

During the course of these estimates, I too wish to call on the minister, in estimates, to be more specific—to be very specific, in fact—in these hearings about the corrections and the modifications and about consistent data, so that we can determine the effectiveness of this program.

I recall my concerns with respect to how we were going to treat these cases, how effective the program would be and, more important, its linkage with our secondary schools. It is interesting to note that 70 per cent of students who entered high school do not receive a secondary school graduation diploma in their fifth year and yet we still have a 30 per cent drop-out rate in Futures, even after the books have been fudged a little according to the auditor.

As you recall, I raised the whole question of linkage in our secondary schools last year. As a matter of fact, your predecessor refused repeated requests from the secondary school teachers and the directors of education in Ontario to meet with the Minister of Skills Development until after we went to the Premier, who wrote a personal letter to the minister suggesting that after a year he had better sit down and meet with these people. We have had an absolute breakdown in the linkages between the Ministry of Education and the

Ministry of Skills Development with respect to dealing with this whole issue of education and work continuum.

I am encouraged by the new deputy minister who has an outstanding academic career in this province. Certainly, she has the sensitivity to understand the importance this has in developing strategies for full employment for young people, to give them an SSGD or more of an opportunity to acquire an SSGD or some commencement towards apprenticeship programs while they are still in the secondary schools. Yet we are not seeing that come forward in the government, from the minister or the policy and priorities board of cabinet.

Today we get an announcement, which has been referred to by my colleague, Mr. Johnston, from the government that seems to be at best a patchwork. Fifty thousand dollars committed to one school board will not pay for a secondary school teacher's salary at A4 max. How effective can a program be if you cannot even buy a teacher with it—acquire a teacher?

Mr. R. F. Johnston: Teachers do not get bought. You buy politicians.

Mr. Jackson: Teachers do not get bought. You buy politicians; you acquire a teacher. Given the growing drop-out rate and given your ministry's espoused belief that there is a role to play with our drop-outs, why was your ministry not consulted with respect to that program? If your ministry was consulted, will you please be forthcoming and advise us when you were consulted, in what capacity you were consulted and what advice you gave them with respect to the pilot project?

I asked a similar question of Mr. Tully a year ago. First of all, we established that you were doing your apprenticeship work, that you were establishing your apprenticeship committee and that you had failed to have even a representative from secondary schools on your apprenticeship advisory committee. Almost a year later, we still have no confirmation from your government whether or not you have included somebody from the secondary schools in this province on your apprenticeship advisory committee to ensure that we can start developing apprenticeship programs with early entry in our secondary schools.

This naturally leads one to ask why the government has failed to take seriously the rational, sound and constructive recommendations made by the former youth commissioner, Ken Dryden. Dryden's report presented us with a vision and a definite plan to confront youth

unemployment. Skills training does not cease, however, at age 24. The plight of older workers must not be ignored. While some of the concepts put forth by the Ministry of Skills Development by way of reports and studies have merit, I am concerned about the plan of action for the delivery.

As the minister is aware, I have been questioning him at length about aspects of the Transitions program announced by the Premier during the election campaign. We were told that the program was in place and functioning—I believe those were the words you used in the House. With respect, minister, I question your definition of "functioning."

Our staff made calls to various agencies which according to their application forms could give us appropriate information about the program. They could not give us appropriate information about the program. We discovered contradictions in the replies of various delivery agencies within your ministry and outside your ministry that were deemed as support groups to ensure success. One of your Toronto offices told us the program had been actively serving applicants since August, while your Sudbury office informed us the program was not ready and was not expected to be running until January 1988. We wonder if there is a credibility gap, if there is a communications gap or if you have discovered targeting, but it is more a geographical issue than it is one with respect to worker's needs.

1750

We have documented—it is now public—that there was a breakdown with the Ministry of Colleges and Universities. Somebody in your ministry forgot to tell the Ministry of Colleges and Universities that you are now recommending to older unemployed workers, over the age of 45, that if they cannot get an income under the—well, the Transitions program never offered an income; it offered moneys for an academic institution to provide a skills training program, but nobody can afford to go to those programs unless they can put food on the table and take care of their families if they are supporting individuals.

Hon. Mr. Curling: We told Brian that.

Mr. Jackson: The fact of the matter is that regardless of the breakdown the Premier made a statement in Hamilton that they had the agreement. You are stating boldly that the Transitions program will work. You are now telling people: "That's fine. If you need an income, go on to the Ontario student assistance program." The minister was interviewed by the Ontario Federation of

Students the day following and she indicated to them that she still did not know what we were talking about.

Will you please advise us when your ministry advised the Ministry of Colleges and Universities that you were tapping into this program? After you advise us in estimates when you did that, will you please advise us when you will be going to cabinet or Management Board, I guess, to expand the number of dollars in OSAP, since your last allocation did not include a request for Transitions? Will you further clarify what you believe the take-up rate will be for OSAP applications?

We have established that one individual in this province has received his first instalment under OSAP, an older farmer in the Kitchener area, I believe going to the University of Waterloo. There will be more, but we would like to know if the students and older workers are now going to be competing for that limited amount of dollars under OSAP or if you have ensured that there will be additional dollars allocated.

The manner in which the older workers' help centres has been administered and the parameters within which they have been asked to fund-raise are disturbing, to say the least.

It is disconcerting to realize that an agency such as 50 Plus in Oakville cannot have the terms of its agreement renegotiated with the provincial government so that it may remain open to serve a definite need. It is ridiculous that such important agencies must sell cookies and sponsor bingo tournaments to remain open. Is it not more sensible to give these agencies a change in their funding mechanism in their first year of existence so that they may plan an effective program for raising public dollars and have an existence in their second year?

I would ask how effective your project co-ordinators have been in such cases when we have a growing list of older worker centres that seem to be failing for similar reasons. How many older worker centres have opened under your ministry, how many have closed and how many currently are in jeopardy? I ask that those items be addressed.

Your response to literacy has been mentioned. The Premier, as well as yourself, has been quite correct in raising this as a priority but little has been done to implement programs that will attack literacy.

Mr. Chairman, do I have about four or five minutes left?

Mr. Chairman: Yes.

Mr. Jackson: Thank you.

As you know, last year a finite number of literacy dollars were announced three different times, the same dollars, and I would like you, as the lead ministry, to please explain where those dollars were spent. We had Mr. Sorbara raise it in his incarnation as the Minister of Skills Development; we had Mr. Conway in his incarnation as the Minister of Education; we had Ms. Munro in her capacity as Minister of Citizenship and Culture; and Mr. Sorbara as well, as the Minister of Colleges and Universities. All these ministries were announcing the same literacy dollars, which we discovered.

I would like a breakdown of where they were actually funded. In fact, if you are the lead ministry, you should have a handle on a tracking mechanism for the programs which are currently in place. I find them contradictory and lacking focus. I would also like from you a list of the target community groups with which you anticipate you will be working closely. There are many public literacy groups not associated with universities who are providing one-on-one instruction in literacy, doing tremendous work in this province. They are not looking for money. They are just looking for the government to acknowledge the work they are doing and to encourage them with academic materials.

I have a document that I will discuss during the course of estimates which makes clear and concise reference to the problem of having sufficient documents and sufficient learning and resource materials in the whole area of literacy. I would like how to know you intend to embark on this ambitious program if you have not even overcome how you are going to provide the instructors with the tools necessary to be effective.

I will close my comments now by stating that I am cognizant of the fact that you have been in charge of this ministry for slightly over three months now, and as such it would be unfair for me to blame you with the past faults of the ministry. It is, however, an opportunity for us to ask some direct and pointed questions so that we may give the Ministry of Skills Development a fresh start.

You have a unique opportunity. I urge you not to squander this opportunity and to leave a legacy of which your government could some day be proud.

Mr. Chairman: Mr. Jackson, are you satisfied with the time you have had?

Mr. Jackson: I could have gone longer but I did not think I would get much encouragement.

Hon. Mr. Curling: Maybe tomorrow he could go on for another hour.

Mr. Chairman: It is simply that I want to do something about having exactly equal time. Richard took exactly the same number of minutes as the minister and I wondered if you had the same opportunity.

Mr. Jackson: I would like to return.

Mr. R. F. Johnston: It is experience.

Mr. Chairman: There will be the minister's response and we will begin tomorrow with that, I assume, but could we discuss now very briefly the procedure thereafter, if that is appropriate. As I see it, there is a single vote, but a number of items within it. How would the committee like to proceed in dealing with that material? Could I start with Mr. Johnston first.

Mr. R. F. Johnston: For a number of reasons, my preference would be to stack the votes until Thursday, but proceed through the various line items. I think the best thing would be for you to start off with a review of what is there perhaps and see what people are interested in and then we can take the priorities from that. I do not really mind which order we do things in, but it would be

better for my personal reasons if we could stack the votes until Thursday.

Mr. Jackson: Concur.

Mr. McGuinty: Concur.

Mr. Chairman: Are there any comments from the committee?

Hon. Mr. Curling: I do not know if Mr. Jackson has finished his summing up. Have you completed your summing up?

Mr. Jackson: No, I have a series of further questions which are separate and distinct from statements. Since the clock requires us to end at six o'clock, I wanted to give the chair a few moments to complete any agreements. I would like to reserve four or five minutes to address, by way of requests, five or six specific questions. I am finished with statements. I would like to include a further list of a few requests for information. I hoped to get them all out today given that staff have assembled. I know they are all going to be busy tonight and tomorrow morning and will return tomorrow. The minister will be fully armed with all the answers for this inquiry.

The committee adjourned at 5:59 p.m.

CONTENTS**Monday, December 7, 1987**

Opening statements: Hon. Mr. Curling	S-3
Mr. R. F. Johnston.....	S-11
Mr. Jackson	S-19
Adjournment.	S-24

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Adams, Peter (Peterborough L)**Vice-Chairman:** LeBourdais, Linda (Etobicoke West L)

Allen, Richard (Hamilton West NDP)

Campbell, Sterling (Sudbury L)

Cousens, W. Donald (Markham PC)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

McClelland, Carman (Brampton North L)

McGuinty, Dalton J. (Ottawa South L)

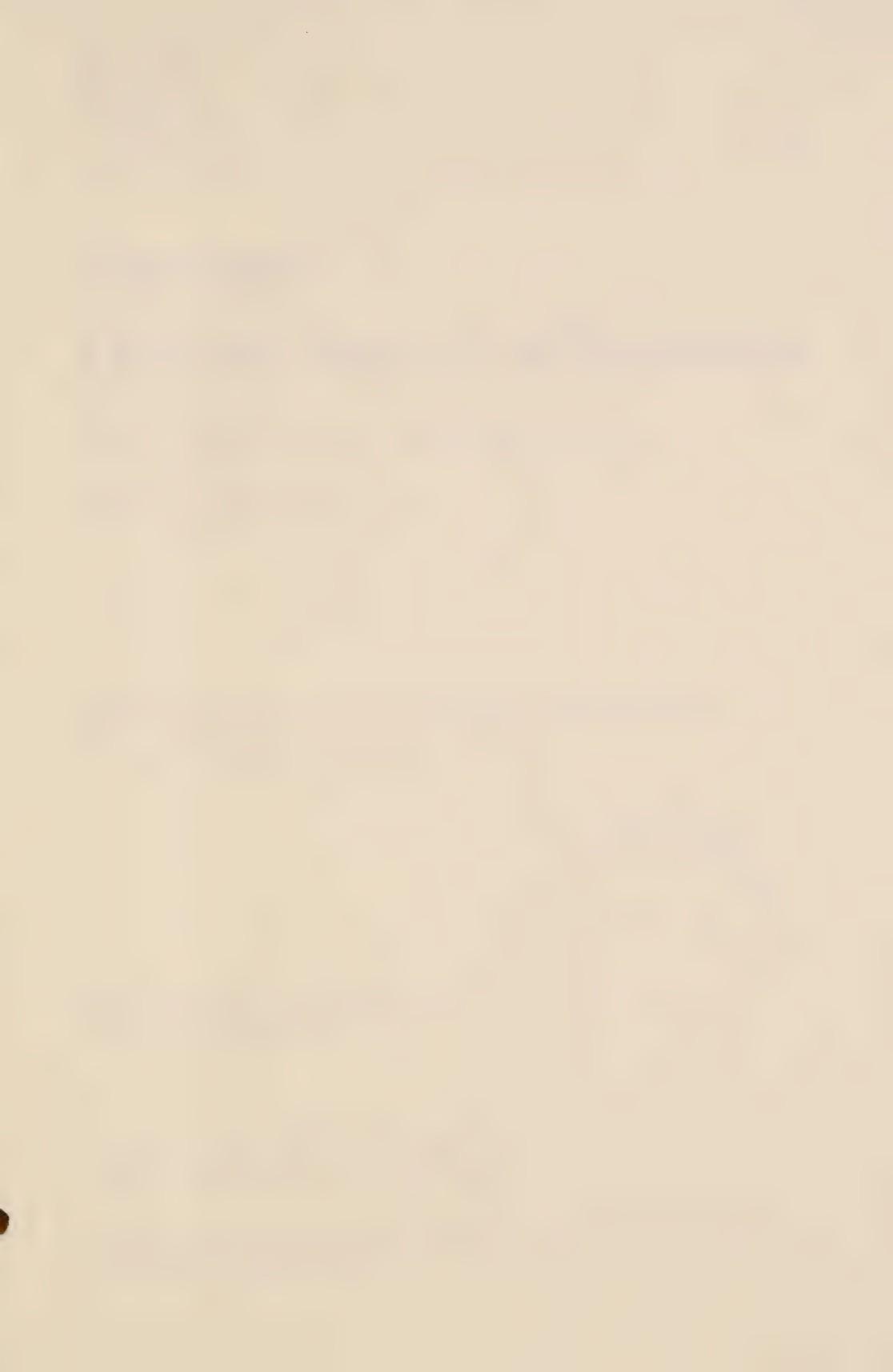
O'Neill, Yvonne (Ottawa-Rideau L)

Tatham, Charlie (Oxford L)

Clerk: Carrozza, Franco**Witness:****From the Ministry of Skills Development:**

Curling, Hon. Alvin, Minister of Skills Development (Scarborough North L)









C A Z O N
X612.
- S 77

No. S-2

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Skills Development



First Session, 34th Parliament
Tuesday, December 8, 1987

Speaker: Honourable H. A. Edighoffer
Clerk of the House: C. L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with an alphabetical list of the speakers taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$16.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, December 8, 1987

The committee met at 3.16 p.m. in room 151.

ESTIMATES, MINISTRY OF SKILLS DEVELOPMENT

(continued)

Mr. Chairman: We have a quorum. Are the opposition parties satisfied we have a sufficient number of members present?

Mr. R. F. Johnston: My general complaint is that there are too many Liberals.

Mr. Chairman: The complaint of the member for Scarborough West is duly noted.

As I understand it, the member for Burlington South (Mr. Jackson) has a few questions for the minister to conclude his remarks. Then we proceed to the minister's response. Then the agreement was essentially that we would go through this single vote, item by item, with the votes to take place on Thursday. Could the member for Burlington South begin.

Mr. Jackson: I just have a couple of additional questions to add on the Transitions program. The minister indicated yesterday that it "will annually give new skills to more than 6,500 older workers." In light of the fact that no market research was carried out regarding the Transitions program, can you please explain to the committee where you come up with the figure of 6,500 older workers? What measuring tool do you have in place in your ministry in order to keep a handle on those numbers?

In your estimates statement, you outline that basic literacy is a great priority for your government, but last year this goal presented the ministry with greater obstacles when it came to implementing programs to deal with the literacy problem.

The reasons for the problems were simple: the programs dealing with illiteracy were underfunded, and two departments within your ministry were dealing with the same problem, namely, the Ontario basic skills in the workplace program and the Ontario basic skills program. A greater than necessary proportion of the budgets were gobbled up by administrative and bureaucratic costs. We would appreciate it if you could specifically outline where those costs are. I think the member for Scarborough West (Mr. R. F. Johnston) referred to some type of cost-benefit

analysis, the kind of results we are getting for those dollars spent.

The success of the programs which serve less than one per cent of the one million functionally illiterate residents of Ontario is dramatic testimony to what may be a target shortfall on the part of your ministry. What specifically are you planning to do in the area of literacy? Are you increasing the funding to those programs where your own management review indicates there are some questions about the effectiveness of the delivery program? Can you give us a more tangible estimate of targets with respect to meeting those needs rather than the more general statement contained in your opening statement?

Those are two areas I would also like to have the minister respond to, either in his response statement or in detail when we come to the line items in the estimates.

Hon. Mr. Curling: We have heard from the two parties. They have raised some very important points, and some questions that I will be unable to respond to, I would say, within the time frame of the estimates, but definitely my staff will be working on answers to those questions which you will get in detail. I am quite sure you will be satisfied with the answers because, of course, we will not hold back anything to make sure that your questions are answered.

Mr. R. F. Johnston: Just what will the process be? Back through the chair so that all members of the committee can get hold of them, or will they just be coming back to us individually according to our questions?

Hon. Mr. Curling: I have no problem with releasing the answers to all members here.

Mr. R. F. Johnston: Anyone who wants them, I assume?

Hon. Mr. Curling: Yes; I presume—

Mr. Chairman: In which case perhaps they should be directed to me. That would seem appropriate.

Hon. Mr. Curling: Okay; fine.

Mr. Jackson: On that point, though, we are to assume, rightly I hope, that many of these responses will be ready and shared with us during the estimates process. It is one thing to get all that

information. I hope we did not imply that we would be satisfied to receive all those answers at the end of this process.

Hon. Mr. Curling: May I respond to that, Mr. Chairman?

Mr. Chairman: By all means.

Hon. Mr. Curling: What I meant was that I will do as best as possible to get as many answers to the questions that were raised during the estimates time. I said earlier on that if I am unable to come up with all the answers within that time, I will then direct the rest of the answers to the chairman here. Some of them are rather detailed.

In response to both parties, I made some notes here and I hope that you will bear with me while we go through this. You can, of course, pick some of the details.

I want to respond first to the comment made in general about underspending by the ministry, which is a concern to all. I think this may be very helpful. While the estimates from my ministry may show a decline from last year to this year of \$22 million, this government's commitment to training is increasing. For instance, these estimates include a decrease of \$26 million in transfers from the federal government. Excluding federal transfers from these numbers leaves the provincial contribution to training at a \$4 million increase from last year.

I will explain this a bit. Without the \$26-million decrease the federal government brought upon us, for whatever wisdom it had in that sense, the \$26-million decrease in federal transfer to the skills training programs, which shows as a \$4.4-million decrease, would show, really, a \$21.6-million increase by the province. This is a real commitment to real need. I would explain that there was a federal cutback of \$26 million and the province put in \$21.6 million, so we had shown a decrease of \$4.4 million overall.

The federal transfer of the direct spending on institutional training is decreasing, as these estimates reflect. Indirect federal spending on training, however, is increasing and fully offsets the decrease in direct spending. Indirect spending, of course, does now show up in my estimates. Our training institutions access this federal spending through community industrial training committees, or CITCs, and managing co-ordinators. If looking only at these estimates, one might conclude that there has been a decrease in the level of federal funding available for institutional training in Ontario. This indeed is not so; it is erroneous.

On the youth side, a similar commitment emerges. On November 4, 1985, my predecessor

then, the Honourable Greg Sorbara, announced Futures, the government's commitment to help employment-disadvantaged young people gain skills and work experience. To enable the Ministry of Skills Development to undertake this innovative initiative, the Treasurer (Mr. R. F. Nixon), in his October 24, 1985, budget, announced that he was increasing the ministry's budget for youth by \$75 million, to \$175 million. At that time, the Treasurer also announced that a further \$25 million would be allocated for this activity in the 1986-87 fiscal year.

This is how the estimates for 1986 and 1987 show an allocation of \$200 million, if you look in your estimates books, for youth programs.

Mr. Jackson: Where is that in this document?

Hon. Mr. Curling: Page 37.

Mr. Jackson: Which line item?

Hon. Mr. Curling: If you look at page 37 under "transfer payments," maybe you can follow me there.

Mr. Jackson: Total.

Hon. Mr. Curling: Under "total," yes.

Mr. Jackson: OK, I have the entry. Would you explain that line to me please?

Hon. Mr. Curling: You will notice that the transfer of payments shown here is \$200 million.

Mr. Jackson: Where did that come from?

Hon. Mr. Curling: Look at 1986-87.

Mr. Jackson: I have it. Where did that money come from?

Hon. Mr. Curling: What do you mean by where it came from?

Mr. Jackson: I am asking you: where did that \$200 million come from? Is it federal or provincial money?

Hon. Mr. Curling: That is provincial money; \$200 million.

Mr. Jackson: Totally.

Hon. Mr. Curling: Yes.

Mr. Jackson: OK. That is money the Treasurer made available to you.

Hon. Mr. Curling: Yes, at that time, 1986-87.

Mr. Jackson: Thank you.

Hon. Mr. Curling: Then you should look at the actual spending at that time. It was \$152 million.

Mr. Jackson: What is that, a \$48-million shortfall?

Hon. Mr. Curling: Let me explain that.

Mr. Jackson: OK.

Hon. Mr. Curling: Because it is rather deceiving there.

Mr. Jackson: Yes.

Hon. Mr. Curling: As I said, the 1985 budget announced that the Treasurer was increasing the ministry's budget by \$75 million, to \$175 million. We are moving from 1985 to \$75 million more, making it \$175 million at that time.

Mr. Jackson: Are we not doing the 1986-87 estimates?

Hon. Mr. Curling: No, we are doing the 1987-88.

Mr. Jackson: I am sorry. We are doing the 1987-88, but we have in front of us the 1986-87.

Hon. Mr. Curling: Yes.

Mr. Jackson: OK.

Mr. R. F. Johnston: It is confusing. Are you saying there is a \$175-million figure?

Hon. Mr. Curling: Yes.

Mr. R. F. Johnston: Where is that?

Hon. Mr. Curling: In the actual budget.

Mr. R. F. Johnston: The actual. That is what we are missing.

Hon. Mr. Curling: Yes, that is in the actual budget.

Mr. R. F. Johnston: For 1985-86.

Hon. Mr. Curling: I will proceed. The estimates from 1986-87 show an allocation of \$200 million for youth programs. However, the employment outlook for youth improved dramatically between the 1985 budget and the 1986 budget. Indeed, the unemployment rate for young people in Ontario stood at around 14 per cent in 1984—just going back to give you a picture—and in 1985 before Futures was introduced. Today in 1987, that figure stands at about eight per cent.

Mr. R. F. Johnston: What was it in 1986-87?

Hon. Mr. Curling: I could find that out for you. I think it was gradually decreasing then.

Mr. R. F. Johnston: It was about 10, as I recall.

Hon. Mr. Curling: It was a little higher.

Mr. Jackson: Around 12.

Hon. Mr. Curling: Given the improved situation and other fiscal pressures, the Treasurer, in his budget of May 30, 1986, appropriately announced that the ministry's youth budget would be continued at the 1985-86 level, so it went back to \$175 million. Thus, my budget for youth last year was really \$175 million, not \$200

million as indicated in these estimates. There was an adjustment that happened and this \$200 million was placed in before the adjustment was made. The actual budget is \$175 million.

1530

Mr. Jackson: What was the actual expenditure, then?

Hon. Mr. Curling: The actual expenditure in 1986-87 was \$153 million compared to \$175 million, if you want to do the actual comparison between what is estimated and what is actually spent.

Mr. Jackson: It is dropping, but it is dropping at a less dramatic rate when you change the \$200 million base. Is that what you are explaining to us?

Hon. Mr. Curling: In other words, if you are comparing \$200 million to \$152 million and the actual amount of the estimate was \$175 million, definitely the difference is smaller, \$152 million subtracted from \$175 million.

Mr. R. F. Johnston: It is approximately \$23 million less.

Hon. Mr. Curling: Yes.

Mr. R. F. Johnston: That was because there was only 12 per cent unemployed youth and you could not spend the money?

Hon. Mr. Curling: The Treasurer had stated that \$175 million would be allowed to us. It would have looked like a dramatic decrease if we were serving the client group itself. The demand was very demanding, so to speak. Yes, that would have helped, because the unemployment rate for youth was less at that time.

Mr. Jackson: Do you still stand by your statement that your commitment to training has increased even though your actual dollars have decreased, having now explained that to us?

Hon. Mr. Curling: I told you about the community training, that it had increased. I showed you—

Mr. Jackson: We are talking about figures.

Hon. Mr. Curling: I dealt with the fact that while we got \$26 million less from the feds, we put \$21 million in, showing that our commitment has increased.

Mr. Jackson: Are we to take it from this that you are allowing the federal government to determine our training strategies in Ontario?

Hon. Mr. Curling: Let me put it this way, Mr. Jackson. We take into account, of course, the support we get from the federal government when we are planning our program. If we make

those commitments and they make those commitments and we proceed with that, and then they pull back some of the support from us, of course we will suffer a bit, but our strong commitment to training is still there. If it was not, we would not have put an increase of \$21 million in there. Take the other side. If we had put in the \$21 million which is there now, and the \$26 million was constant, not a cutback by the feds, we would be further ahead.

Mr. R. F. Johnston: I guess what I have difficulty with is not the training moneys at all. I understand the rationale in terms of the federal pass-through, but now when we are dealing with the youth employment factor, the transfer is entirely provincial dollars we are talking about. Even after an adjustment of the figure by the Treasurer to \$175 million, we still have a \$23 million underexpenditure, if I can put it that way.

I guess what I do not understand—perhaps you can explain it to us later, I do not want to interrupt your flow if you want to do this later. The total assumption seems to be that this was based on the unemployment rate at the time. I am wondering what analysis you have, in terms of the usage of the Futures program vis-à-vis the unemployment rate, to know why it is you can say that 11 per cent of the unemployment rate will get X number of people applying to Futures or 15 per cent will get this number. What is the basis for that? Do you actually think you are meeting your target group needs and do you have evidence for that or are you missing whole groups of people who might have benefited from it? Therefore, how do you explain the \$23 million?

I guess I do not understand the statistical basis for the \$50 million underspending of what was initially estimated, given the several percentage points drop in unemployment. Have you anything, a systematic and statistical analysis of why that should be the case?

Hon. Mr. Curling: I think later on, as I have been explaining here, as you know the takeup would be less.

Mr. R. F. Johnston: How do we know?

Hon. Mr. Curling: The figures show the unemployment rate for youth was dropping. Furthermore, we found that other youth were going and getting jobs.

Mr. R. F. Johnston: I guess what I am trying to understand, and maybe I am not explaining this properly, is that when the program was established there were about 150,000 unemployed youth in the age category who would have been eligible and only a few thousand participat-

ed in this program. If you then drop the figure to about 125,000 unemployed youth in the category, what is it that makes us assume the small number, in percentage terms, actually using the program will diminish even further? That is what I want to understand as a rationale.

Can you simply tie it to an unemployment rate like this, or are there other questions around how well it is promoted to particular client groups within that age group and that sort of thing? I am not challenging the assumption except to find out if you have asked these other questions and how you have made the statistical adjustments.

Hon. Mr. Curling: Both questions are quite relevant, as you said. My staff has shown me too that in October 1986 there were 20,000 youth who were unemployed beyond 14 weeks. In 1987 we show a drop of 13,000, so I think there would be less takeup of the program. It would be normally less. It is almost sure now—51 per cent or whatever it is.

Mr. Chairman: Far be it from me to interrupt. There might be some value to a reasonable flow in the minister's response and you still have plenty of time to deal with this.

Hon. Mr. Curling: I do not even mind that, it kind of helps me to clarify what I—if there is a clarification here, the staff is here too if they want to contribute.

Mr. R. F. Johnston: I will just try to get some clarification, if I can, rather than trying to investigate further.

Hon. Mr. Curling: I presume we understand that cut there. Since I am on the subject of the budget, I would also like to speak briefly of last year's actual expenditures.

I started with the Ontario's Training Strategy category of vote 3301, item 2, skills training transfer payments, on page 25 of the estimates background material.

Ontario's Training Strategy was announced in September 1986. It was almost exactly halfway through the fiscal year. By prorating the \$100-million strategy across the remaining six months and factoring in one-time startup costs, an estimate of \$78.4 million was developed for expenditure on this activity.

Some programs took until January 1987 to get started while others were up and running within a month of the announcement. The net result was an underspending of \$9.5 million against our estimate, which is normal for a startup for initiatives of this magnitude and this complexity.

Looking at the same page—

Mr. Jackson: What page is that?

Hon. Mr. Curling: Page 25. This next category of this vote is adult and apprenticeship training, the second line there. The \$150-million figure in estimates represents a total amount transferred from the federal government to Ontario. Not all this money, however, comes to the Ministry of Skills Development. This is important. The Ministry of Colleges and Universities receives a portion to cover lease costs and equipment rentals associated with adult training and apprenticeship at the 22 colleges of applied arts and technology.

The Treasurer also retains a small amount to fund the provincial costs of administering this federal program.

In other words, the \$8.1-million difference between the estimate and the actual is not really underspending but a reflection of the manner in which the estimates are developed.

Mr. Jackson: For the purposes of an inquiry, could the minister advise us where those dollars resurface in the estimates of Colleges and Universities?

Hon. Mr. Curling: Well, the—

Mr. Jackson: Not now. I am just serving notice.

Hon. Mr. Curling: OK.

1540

Mr. Jackson: It would be helpful to us to ascertain where they resurface if they are not here.

Mr. R. F. Johnston: The other thing that would be useful—again going back to process matters I raised yesterday—would be if perhaps in the future, in the layout of information around these kinds of transfers, you might get an idea of where some of this money disappears rather than just having the whole deficit figure.

Hon. Mr. Curling: Yes, I think that has been a problem, instead of help we have all these questions now on this.

Mr. R. F. Johnston: I am here to help.

Hon. Mr. Curling: Finally, I turn to the youth transfer payment category on page 37. That is vote 3301, item 3, as they would have them listed.

I indicated earlier that the actual budget for this activity in 1986-87 was \$175 million, the spending total almost \$153 million.

Our strong economy has had two significant impacts on our youth programs. This is the question you were asking earlier on, Mr. Johnston. First, young people have found jobs

more plentiful and have required less assistance from government. Second, young people have stayed for a shorter time in our programs as their employers have moved quickly to secure their services by offering program participants full-time, full-wage positions.

So if we had budget for youth to stay in a program for six or eight months or so on, and the individual had moved on to another job in two months or so, there would be less spending on that individual. Therefore you would see underspending. This is one way you can look at it. It depends on how we look at things at times.

We regard this as a success in a way. It is quite possible that the program is working so effectively that the confidence of the young individual—they have gone on in the work force and feel happy about it. So maybe the program is a great confidence-builder and it may be working very well.

Mr. Jackson: And you share that confidence, do you?

Mr. R. F. Johnston: I am sure you are not going to allege that leaving a mathematics up-grading course in the middle of it is a sign that they have got their math down, rather than just the fact that they have found a job.

Hon. Mr. Curling: But if the individual has got a job that is using mathematics, I can see that we would be able to teach that individual—

Mr. R. F. Johnston: In a few weeks' time.

Hon. Mr. Curling: —in a few weeks' time.

Mr. R. F. Johnston: I am sure that is the case.

Hon. Mr. Curling: Sometimes it is all in there, but they just need a have a little bit of motivation and confidence and they are on their way. Some others need a little bit more coaxing and may utilize all the money. We are prepared to carry them right through the program, but some go on.

As I said, people have found jobs and jobs are more plentiful, as we have seen, and they have required less assistance from us.

Second, young people have stayed in our program for a shorter time, as their employers have moved quickly to secure their services by offering program participants full-time and full-wage positions. They see the capabilities of these young people and offer them the jobs.

If I could, I would like to elaborate more on this first point. Statistics Canada reports that, for October 1987, the month for which the most recent data are available, there were 13,000 young people in Ontario unemployed for 14 weeks or more. As I said in the statistics I was

showing you earlier on, it has dropped, I think, from 28,000 to 13,000 people in Ontario unemployed for 14 weeks or more.

These statistics most closely approximate the level of employment-disadvantaged youth in Ontario. At the same time last year we said the number was 28,000. That is quite a significant drop.

Mr. R. F. Johnston: Do you have any idea at all-point of information on this—how many of your clients who have indicated, usually informally, to your program that they have been unemployed for over the 12-week period—how many of them are actually on unemployment insurance files and how many are not? Just to see how well—

Hon. Mr. Curling: I see that Bill Wolfson is here. Maybe he will be able to respond to that in time, I do not know if he has the figures at his fingertips.

Mr. R. F. Johnston: I knew he would feel badly if I did not ask something which would allow him to open his briefing book. I do not need it right now—

Mr. Chairman: Would you be looking for responses later?

Mr. R. F. Johnston: Yes, as we go along.

Hon. Mr. Curling: The members had asked some provocative questions yesterday, provocative in the sense of what our mandates are. There are quite a few questions here that I would like to just address now. As I said, on some of the other questions we are not able to answer today in time we will respond to you.

I think Mr. Johnston had raised the point about why the Ministry of Skills Development should exist, to put it rather bluntly. What it is all about. As you know, the Ministry of Skills Development was created really to put an end to workplace training being a poor-cousin responsibility all across the government.

What the ministry has done is to consolidate 31 training programs and 16 youth and Experience programs which were dispersed among 12 different ministries and agencies. The Ministry of Skills Development is a catalyst for workplace training involving individuals, employers, private trainers, institutional training and government initiatives. The government's response to training needs cannot be all institutional, nor should all response be made by government. Employers have a crucial role to play in this. The Ministry of Skills Development deals with 55,000 employers and provides an essential link to them all.

While the activities of the Ministry of Skills Development complement those of the Ministry of Education and the Ministry of Colleges and Universities, it has different responsibilities. For instance, in the Ontario-based skill in the workplace program, apprenticeships, Futures, the Ontario student assistance program and programs for technicians and for technologies all require for their success a vigorous participation by private firms, unions and community groups.

Furthermore, it is very important that the creation of a training culture, so critical to our economic and social wellbeing, is dependent upon the commercial viability of a private training sector. Mr. Johnston may not feel that all training should be done by government. Sometimes the private sector plays a very important role.

In their development, they deserve an advocate. We feel the Ministry of Skills Development plays that advocate's role. We also know that as a society changes economically, socially and technologically, government, like any other organization, even the private sector, adjusts its structure to respond to such changes.

I recall, too, that at one stage there was no such thing as the Ministry of the Environment. I know that the honourable members over here, and my colleagues too, applaud the time when the Ministry of the Environment came in to adjust certain specific things within society. I think at one stage, if you were to go across the provinces, you would see that there was no such ministries as housing, for example, but we feel there is a priority there.

Mr. Jackson: I have a point of clarification. I really feel we should establish a point here, if we might, in terms of the process. We are now more than one third into the process of these estimates. If the minister is going to respond to specific questions—first, I believe the question he is responding to was presented in a rhetorical fashion. Also it was asked, "Will there be a bill specifically to legitimize the activities of this ministry?" Both Mr. Johnston and I asked that question.

If we are going to respond to all questions in a similar fashion, we will not even get to a single line item until Christmas. I think it is only fair that we understand that if, in fact, that is going to be the process, then I think we should have a little more liberty to participate. Failing that, I did not think the minister was going to respond to all the rhetorical questions that were raised in our combined opening statements. In fairness to the

task assigned to us by the Legislative Assembly, I think we should have that point clarified.

1550

Hon. Mr. Curling: May I come in on that? When I was going along, I never thought it was rhetoric at all. I thought every question was well thought out and you wanted some sort of response to it.

Mr. Chairman: I am sure the minister is getting near the end of this part of his remarks. There was a specific question which you mentioned and there were a number of rhetorical points, but I do think this particular question was a substantive part of the 52-minute presentation yesterday.

Mr. Jackson: The answer was a substantive part of his 52 minutes yesterday, and we are getting it again today. The question that was raised is, will there be legislation to justify the existence of the ministry?

Hon. Mr. Curling: I will come to that too. That was another question that he asked. Is that a rhetorical question?

Mr. Jackson: No, that was an actual question.

Hon. Mr. Curling: I just wanted to know.

Mr. Chairman: I think the minister has reached a new point.

Hon. Mr. Curling: There was one time when they felt I did not say enough; now I am saying too much.

I will try to be specific. Bill 9 has not been passed in the Legislature, and that is the question you asked. It was introduced twice, I gather, in June 1985 and in April 1986. The ministry of course will be reviewing Bill 9 early in the new year, especially in the light of the Freedom of Information and Protection of Privacy Act. Even with that bill not being there, notwithstanding the absence of the enabling act, the Ministry of Skills Development will continue to operate with the fullest authority in providing training policies and programs that promote the establishment of a training culture in Ontario.

As an example, the Ministry of Housing does not have an act yet, but you can see the tremendous work that has been done in the last two years in that regard. It did not stop it from introducing some very progressive policies, so I do not think that will hamper us in the least.

Mr. Jackson: Renterprise.

Interjections.

Hon. Mr. Curling: Some other questions—if you want to participate, I presume we can stop at any time. I will entertain any questions.

Mr. Chairman: That is understood.

Hon. Mr. Curling: Another question asked, I think by Mr. Jackson, was, "How is the Ministry of Skills Development responding to the deficiency noted by the Provincial Auditor?" It is one of his very famous topics.

I carefully read the auditor's report. The Provincial Auditor conducted audits of two of the ministry's programs—as you may have in the material provided for the members there—the Futures and the Ontario summer employment program. Only Futures was discussed by the auditor.

I would ask you all, if you have it there, to turn to page 98, I think it was, of the auditor's report. With respect to Futures, almost all the deficiencies noted by the auditor had earlier been identified by ministry officials as part of the on-site program review system by staff, and remedial action has been taken with individual centres where necessary.

I want specifically to point it out, because sometimes we do read these things and take out areas for our own convenience. I just want to say what is says here. This is by the auditor himself: "We acknowledge that the ministry had undertaken certain initiatives to improve the management of the program, such as improved communications between the ministry and the Futures offices. Also, each office has been visited at least once a year to provide guidance and assess its success in delivering the program to the local community."

One would get the impression from some of the questions being asked that the whole thing is a mess, and here is the auditor saying there was close monitoring of the program, seeing that the guidelines are being followed and all that. Of course, if the auditor goes there, his job is to see to it that these procedures are followed. He was very impressed with the manner in which the ministry was doing its work in that regard.

Mr. Jackson: Why did he refer to it then, if he was that impressed with it?

Hon. Mr. Curling: Like all auditors, if he goes there and sees any discrepancies, he will point them out and show also, as he has shown very accurately, the correctional process or procedure that the ministry is adhering to. He stated both sides of it. That is his job, to state what he has seen.

The following is a response to a specific concern raised by the auditor. Following receipt of each office's application for funds, there is a process of consultation and negotiation between each office and the Ministry of Skills Develop-

ment to make sure that the community needs are met and the capacity for each office is not exceeded.

The \$4.4 million in excess funding mentioned in the auditor's report is really the difference between the negotiated amount and the amount originally requested by each office. To ensure that the capacity of Futures offices is not exceeded, the Ministry of Skills Development undertakes mid-year reviews, at which time changes are made if necessary; and also the ministry conducts onsite program reviews, and at year-end a final audit to ensure funds are used for the intended purpose.

The ministry does not arbitrarily allocate funds without consulting each office. On page 99, in regard to the fourth paragraph, the \$6,500 in Futures funds loaned to an unrelated program was clearly a breach of the ministry guideline and the centre subsequently repaid the funds. Had the centre not done so, the minister would have discovered the breach as part of the mid-year review or the year-end audit.

The auditor expressed concern that the microwave oven raised in your question was purchased out of funds for equipment. His concern was that there was no line item that showed that should be purchased and he felt that should be placed within the structure of the ministry. While he judged it necessary when he inspected the place, he felt that there was no line item to show that purchase should be done. We said we respected his recommendation and that would be done.

I met with the assistant auditor and his staff, and they commented that they were extremely impressed by the way the Ministry of Skills Development handled its accounting and followed procedures. I just wanted to mention that. The minister has a very difficult role to play because we are now accountable for all the actions that were taken by the ministry in the last year, and I wanted a feel from the auditor myself. When I met with the assistant auditor and his staff who carried out the audit, they were very complimentary and very direct about certain actions we should take in order to improve our ministry, and that is the direction we are going to go.

I will be finished in about a minute or so. On page 100 of the audit, in regard to the third paragraph, the incomplete assessments referred to in the auditor's note were performed early in the program's life and the auditor observed a marked improvement in the quality of more recent assessments. "It should be noted, however," stated the auditor, "that some of the poor

assessments were performed early in the program's life"—and this is the part that tells me—"and we observed some improvement in the more recent assessment we reviewed. We felt that this area warranted particular ministry attention during the cyclical visits to the offices."

1600

At the time of the audit, the ministry was still developing an appropriate measure of success. After considering several different success measures, including those discussed in the auditor's report, the ministry has settled on a success factor which is based on the status of the individual three months after departing the program. All categories of outcomes are reported by this measure except the lost contacts.

Those are my comments and the ones we have missed out on will be forthcoming.

Mr. R. F. Johnston: Are you telling me, that is all you are going to say about your outcomes analysis for Futures at this point? That is not all you are going to tell me, is it?

Hon. Mr. Curling: What more would you like to know about the outcomes analysis?

Mr. R. F. Johnston: I might have spent some time talking about whether or not this was an appropriate ministry, but I did spend a lot of time on the questions relating to the outcomes. I wanted some clear understanding of what is involved in neutral outcomes as compared to negative outcomes and positive outcomes, to come up with your 70 per cent success rate rather than the 50 per cent or less success rate that I presume comes out of my analysis, even of your breakdown of it. I also asked whether you have information about the success of ethnic groups and the others that you measure coming into the program or whether you have any of that kind of breakdown.

I was hoping you might tell me what you know now. If you have other things that you have to get me later, great, but I was presuming you would be able to give me some explanation for noncompletion because of incarceration as a neutral outcome and that kind of thing.

Hon. Mr. Curling: I could elaborate on that, but that was a rhetorical question, was it?

Mr. R. F. Johnston: No, I did not say any of mine were rhetorical.

I understood there was the danger that you would spend a lot of time on the other matters, but I am much more interested in the substantive matters around the—

Mr. Chairman: Could I say something before you go on? There is some concern to get to the

items, and I do understand that. Is this something you can answer relatively briefly? Is it something that could be dealt with quickly?

Mr. R. F. Johnston: He started to deal with the item and then said that was it, that there might be other things otherwise.

Mr. Chairman: I did pick up that point. Minister, is this something you could deal with now or later or whatever?

Hon. Mr. Curling: We could deal with a part of it now. For the other part, you want statistics about visible minorities, women and the disabled.

Mr. R. F. Johnston: You just tell me what you have, and I will jot it down.

Hon. Mr. Curling: We are still working on those figures. As a matter of fact, I do not think you will have it by Thursday either.

Mr. R. F. Johnston: It is my understanding we might not even be able to have the figures on the ethnic composition until March or something like that, that you might be collecting it by then but you really do not collect it now. Is that possibly true?

Hon. Mr. Curling: I could ask for a staff response to this.

Mr. Chairman: Minister, could you introduce your staff? I would be grateful, please. I should also introduce—I am sorry I forgot before—Ken Black, the member for Muskoka-Georgian Bay, who is the substitute for Sterling Campbell.

Hon. Mr. Curling: I think you all know Glenna Carr, who is my very efficient and capable deputy minister, and Bill Wolfson, who is the director of youth employment services. As you see, there are five other staff here. We made sure about that so you can get precise answers. Statistics are other matters that sometimes we do not have the complete details on, Mr. Johnston.

Mr. Chairman: Are we going to get a fairly brief part of an answer now?

Hon. Mr. Curling: Mr. Wolfson will give you as much of the answer as possible in regard to the statistics.

Mr. Wolfson: As I understand it, your question had to do with our capacity to track individuals by particular identifiers in terms of their outcomes. At the moment, we only do summary reporting and it is not possible for us to break down the success based on various attributes at intake. However, we are working on altering the information system and the software

process to be able to do in fact what you have asked us to do.

Mr. R. F. Johnston: Just to be clear on that then, as yet the process is not in place that can allow you to extract information that would tell us success rates by the participant groups.

Mr. Wolfson: But the information is being collected locally.

Mr. R. F. Johnston: Is it information that has been collected through the life of the program or is now just being collected, so that I can get an understanding? When you run this through, might we be able to get a longitudinal view of this, as well as the quarterly kind of statistics that you put out at the moment?

Mr. Wolfson: It has been collected since the inception of the program. What we do not have centrally is the capacity to manipulate individual files. What we get from the centres are the summary statistics, which we then collate with provincial statistics. In order to do what you have asked, we really need to have the data file on each individual. Obviously, when we get that, we will not know individuals by name or social insurance number. It is not an issue of identification; it is an issue of getting individual files in a central data bank.

Mr. R. F. Johnston: I am a little surprised that at this stage in the program we do not have that yet in terms of this whole business. It seems to be of more political than social policy significance in terms of the success outcomes. I really would have thought we would have planned that into the process. If we wanted to know, as we did, how many southeast Asians were coming into the program, then surely we would want to know how they did in the program as well. I am surprised that we have not had that in play as yet, but I am glad it is going to come on stream because I think it is really important to understand if it is being significant for those communities.

The other question I asked around this had to do with the relationship in the incoming group between the percentages of the population in need of the service versus the percentage of the population in general, say, the black young people represented. Have you got that kind of an analysis or measurement?

Mr. Wolfson: The source of data of that sort is Statistics Canada. They do not regularly collect information on a monthly basis on unemployment statistics, for instance, with respect to visible minority data. However, the 1986 census, which has recently been completed, we believe

does have that information on a one-time-only basis and we will be extracting those data and providing them to all our centres.

Mr. R. F. Johnston: That will be the base by which we then judge it from now until the next census, unless other—

Mr. Wolfson: It is the only firm basis of information that is currently available province-wide.

Mr. R. F. Johnston: What about other provincially generated information that might be relevant here, for instance, information around drop-out rates and the identification of who is dropping out of the high school system? Do we have that information through the school boards and through the Ministry of Education that you can access?

Mr. Wolfson: If I can just step back and talk about the process that we have tried to encourage our local Futures offices to go through in terms of planning, we ask those offices to review their local circumstances and to meet with school board officials, to meet with other groups in the community around particular problems of visible minority groups, for instance, and to develop strategies that deal with those situations in their communities.

Mr. Chairman: You are suggesting, and this is not a question with respect to the ministry, that there is a shortage of tagged data of this type, data which give information on the employment of young people, for example, and their ethnic background and things of that type. You are saying it is generally in short supply.

Mr. Wolfson: The data are generally in short supply, but we all know there are certain areas of the province or the city of Toronto where particular problems exist. We all know of these situations and we make particular efforts in those communities to encourage Futures offices to outreach to those communities.

Mr. Chairman: Thank you, Mr. Wolfson. Do you think, Mr. Jackson, we should proceed to the line items? You were the one who was urging it. I do not want to interrupt.

Mr. R. F. Johnston: I think we can look at this as dealing with the Futures line item. Do you want to deal with it that way, Mr. Jackson?

Mr. Jackson: We could, except on this point I want to request—the data Mr. Johnston is looking for are data that I believe are available under the apprenticeship program, given the guidelines by the federal government that specific target groups are given a priority. I hope the ministry has those statistics, because although Mr. John-

ston's question is about Futures I have similar questions about how the apprenticeship programs are working.

I have seen the applications that are sitting in the minister's offices around the province and they specifically set out the five target groups. Actually, I have the document in front of me but it does not have the statistics. It just identifies the occupations designated as in shortage for the purpose of the skills shortages program. I would be very anxious to have that data tabled before completion on Thursday so that we are able to have that as a readily available database, because it is a condition of receiving the funds, as the provincial ministry is the delivery mechanism for those federal funds. I would be equally interested in having access to that data which specifically set out African and Asian visible minorities, social assistance, the disabled, aborigines and women.

1610

Mr. Chairman: I am simply pointing out, Mr. Jackson, that I think I understood the thrust of the questioning and I am sure the officials do too. Perhaps they will get back to you at the appropriate time and you can raise it again. I think the point has been well made.

Hon. Mr. Curling: Could I make a comment that is pertinent to Mr. Jackson's comment? He talks about the apprenticeship program under the skills shortages. This is not so yet, in my understanding. It is the intent of the federal government to put some of these apprenticeship programs under the skills shortages or Canadian Jobs Strategy. This is not done as yet.

Mr. Jackson: I looked at an application last week in one of your offices. It has boxes on the application and if the person you are interviewing is black, then he gets checked off and that is under the visible minorities section and identified as such. That is one of the bases on which they will be able to go immediately on to an apprenticeship program.

I would be pleased to get you a copy of the form that is in your offices around Ontario but, clearly, my understanding is that that kind of data collection has been going on for some time.

Hon. Mr. Curling: I would like to get one of these applications.

Mr. R. F. Johnston: My concern is with explaining at this time, and it does tie in with what Mr. Jackson was saying, how we do social planning around this kind of a program in terms of the database we can work from.

I am gathering that because we are restricted pretty much to the 1981 census, which is virtually useless at this stage to any real social planning requirements, we then have to work on a very decentralized basis in terms of the individual knowledge of the local offices and that does not find its way statistically into any kind of a plan. I presume it just comes back anecdotally and through reports from the local offices.

I was just trying to find out if there are other areas where we could get them; whether the school systems, through the Ministry of Education, try to break down any of this information that might be useful; or whether the social assistance system in Ontario can get you access to that kind of information, decentralized, etc., to know if it is of use. I am just trying to find out what tools are at hand to understand whether the outcomes are significant or insignificant; or how they are significant, because I think they are significant.

Mr. Chairman: Are you suggesting surrogates for the information that is actually required? Again, Richard, I kind of understood that; I just wondered if the staff did and if you can respond later so we can get on with this.

Mr. R. F. Johnston: The other side of it—I am not sure if you wanted Mr. Wolfson to respond to it at this point or not, and I probably will not come to Futures again when we go on—would be the whole question of how you divided up these positive, negative and neutral outcomes. Again, I am not so much wanting to attack the viability of the program as I am wanting you to avoid an unnecessary reporting system to make outcomes look better than we necessarily need to have them look, given the clientele you are trying to deal with.

I was not just trying to be humorous the other day when I was going through some of those lists of neutral outcomes saying that I have no idea if that is a neutral outcome or not, and in some cases I would presume it is not neutral in my view of the notion of the success of a program. If a young person ends up being incarcerated during the period that he is in a program, I would say the program therefore did not help keep him out of jail, let alone get him a job.

It does not have to be now, but I did not want it to just slip by, which has sometimes happened. I just wanted to let you know that is sometimes the tradition.

Mr. Chairman: I do not think it did slip by.

Mr. R. F. Johnston: I am just trying to get something a little more solid from the minister about what I am likely to get.

Hon. Mr. Curling: I think Mr. Johnston raises a very good point which was also raised in the auditor's report. We should address it at this time and just clarify how or what measuring rod we use. Mr. Wolfson might explain how we assess our success rate.

Mr. Wolfson: I guess there are two databases that we are dealing with with respect to those who leave Futures. There is their status at the point at which they exit, which are sort of the exit outcome statistics, and there are the follow-up statistics three months later. For the purposes of any external reporting or measurements of success, we have settled on the status three months after leaving the program.

The categories there are essentially employed, back in school, unemployed, a small category of other and, finally, lost contact. Our success rate computation is employed or returned to school, divided by the first four; in other words, just excluding the lost contact, those for whom we know nothing.

I will look in my notes to get the precise number if you want, but that figure, for something like 28,000 or 30,000 follow-ups that we have done, is about 69.5 per cent success, which is slightly higher than the figure the minister used in his statement of two out of three. There are really no neutrals in that group at all. Everyone is being counted except those for whom we have no information.

The second set of statistics, which is the status at exit from the program, has really been put in place more as a management information system and an aid to local Futures offices. It is not the measure of success and it is not something we report externally; it is there to assist and categorize and group the data at the point individuals leave the program.

I think it is the consensus view around the system that a certain outcome should be viewed neither positively nor negatively at the point at which individuals leave the program, and that is really what we have done. For those who leave the program at the exit point because of health reasons, because of incarceration or what have you, it is neither positive nor negative at that point in time. That is really the grouping that has been done.

I think the fundamental point is that any measure of success that is reported externally is based on a three-month follow-up and there certainly is no attempt to—what was your word?—fudge, I think.

Mr. R. F. Johnston: I have used that term.

Mr. Chairman: Mr. Johnston, is that what you wanted?

Mr. R. F. Johnston: Yes, I will take that for now, although I must say that when you do look at those exiting the program, it seems to me that only perhaps 50 per cent of them are exiting in a sense of positive completion of the program. Would you disagree with that according to the August 11 figures, which are all I have?

Mr. Wolfson: I have some figures for—

Interjection: We always have fun with figures, do we not?

Mr. Wolfson: My figures, which relate perhaps to a somewhat shorter time period, would suggest about 50 per cent of individuals complete the program; 50 per cent do not. Of those who do not complete the program, about a third of those choose not to complete because they have got a job or they are returning to school. So of those who do not complete, not all of them are drop-outs from the program with the negative connotation associated with that.

Mr. R. F. Johnston: Some of them are referred to other agencies, which is also something that is mildly cryptic. They are not going to be positive or negative as well, it would seem to me.

Mr. Black: I wonder if I could ask a question for clarification. Did I hear you say that a certain percentage of your people leave the program before completion and return to school?

Hon. Mr. Curling: Yes.

Mr. Black: You are, quite correctly in my opinion, arguing that this is a positive outcome of the program. I am sure the member across the room would agree with that. That does put the percentage somewhat higher than the 50 per cent.

Mr. R. F. Johnston: No.

Interjection.

Mr. Wolfson: We are talking about two different sets of statistics here again. We are now talking about their status at exit versus the three-month follow-up. I think we need to continue to maintain that distinction.

1620

Mr. R. F. Johnston: No, I do not think we do. At exit you have a 50 per cent rate of people completing, 30 per cent of whom may have gone to find jobs—adequately prepared or inadequately prepared, who knows. I presume you would accept that: people you think may have had life skills problems you were dealing with may still have taken a job, maybe not one you had in mind

for them, and be part of that statistic but were not ready to be out there.

Others, as in the example I used, are those who really need basic literacy and math, who have not finished what you would have considered the basic upgrading you wanted for them and yet are now employed. I do not know how we look at that as success, unless we are going to take the minister's word that it is the program that gave the people the confidence to get the job and that this is really what we are after, this confidence to get a job. I hope that is not the limitation of what we are looking at here.

For my purposes, those kinds of figures are not the most accurate way of talking about what the outcomes are. I would like a much clearer idea of who these people are and what has been happening to them than we get from the present statistics; that is all.

Mr. Chairman: Mr. Johnston, can you give us some idea how much more you want on this now? You should bear in mind that the auditor's report also dealt with standing committees and suggested various things about them. One was that we should give reasonable attention to the items before us. I am more than willing to take direction from you on this.

Mr. R. F. Johnston: I want to concentrate on this because the government has always talked about this as one of its more important programs. I think we really need to get an idea of how it is doing. Sitting through estimates for the last three years on this, my sense has been that we really do not have a good idea of how Futures is working in the long term; not just for the reasons I have given, but because as well we do not have anything longer than a statistical three-month follow-up to know what has happened to a lot of these very disadvantaged and unprepared kids in terms of the market out there.

It is great that we are in a boom time now. A lot of them maybe are just sort of moving from position to position; but have we really given them the basic skills we have been after? The reason I want to focus a little bit on it is that I think we really have to change how we report the results from Futures in order to get a much more accurate idea of how we are doing. I do not have a sense at this stage of whether this program is meeting the needs of the individual groups we are after, or whether it is benefiting to a great degree now because of a boom in the economy; or what the situation is. I guess that is what I am trying to point to as I raise these questions. I am not expecting you to have all the answers today by any means.

Hon. Mr. Curling: I just want to make it very clear, as I think you do understand, Mr. Johnston, that what is happening is that we are measuring only those who have completed the course. When we talk about those who have not completed, they are not measured in the 70 per cent. Those who have completed and been followed up in three months; that is when we measure them in stats.

I do not want it to be confused. When it was explained to me, I too wrestled with that thought, that the figure of 70 per cent is only for those who complete and are followed up after three months. Sure, there could be a debate about it. Is three months enough? Is that enough for a follow-up, or six months? You get into the complexity that it is harder to follow those who are six months or nine months down the road. They move around. I just want to make that clear.

Mr. Jackson: With the understanding that we are on vote 3301.

Mr. Chairman: We are in a general discussion.

Mr. Jackson: While Mr. Wolfson is before us, or I guess to the minister, under your summer Experience '87 program, which I presume will now become your summer Experience '88 program, does that include the Ontario Place placements?

Mr. Wolfson: No, it does not.

Mr. Jackson: It is not a transfer payment? Just for the purpose of clarification, those are moneys dedicated separately and distinctly for Tourism?

Mr. Wolfson: That is correct.

Mr. Jackson: Given that this ministry is responsible for youth, which is basically the understanding within cabinet, that this is the policy area you are also responsible for, do you set the rates of pay for the programs in the other ministries at any point? Do you examine those? What dollars are we talking about here when you talk about summer Experience '87? I understand the Ontario student assistance program, but I am trying to determine what dollars are being expended by your ministry in the summer Experience '87 program.

Hon. Mr. Curling: In part, not necessarily in total, the participants are paid at minimum wage. Are you asking what pay they get?

Mr. Jackson: No, my question clearly was, how many kids are you servicing under this program? What specific areas are you delivering this program under? I gave as an example the Ontario Place placement, which is done through Tourism and it is minimum wage. Do you have a

similar program within your ministry or is this basically that you are supervising all the ministerial programs under this? Please clarify what this entry means and then I can ask you a more specific question about your policy input with respect to establishing minimum wage and so on.

Hon. Mr. Curling: I know 28 ministries were involved in 1986. They employed about 7,337 participants.

Mr. Jackson: You supervised that?

Hon. Mr. Curling: Yes. With a budget of about \$13 million. I think you are asking whether for students placed in the summer Experience '87 program, if students are placed in Housing or anywhere else we supervise that.

Mr. Jackson: Each ministry has various needs.

Hon. Mr. Curling: Yes.

Mr. Jackson: Does the money come through this ministry and then is transferred to those ministries?

Hon. Mr. Curling: Yes.

Mr. Jackson: That presumably is included in the \$187 million?

Hon. Mr. Curling: Yes.

Mr. Jackson: How much, specifically, is being expended for the various programs under that umbrella?

Mr. Wolfson: The allocation for summer Experience '87, the past summer, was \$14.2 million.

Mr. Jackson: Was it your ministry that was responsible for establishing the rate of pay?

Mr. Wolfson: Our ministry does establish the rate of pay at the minimum wage for all summer Experience jobs, but not all jobs in the summertime in government ministries are funded by summer Experience.

Mr. Jackson: Clearly, Natural Resources is not a minimum-wage job for some of the placements in northern Ontario.

Following on that question, can you indicate—I would basically be asking a question about next year's estimates, would I not, if I asked you about what the rate of pay will be next summer? However, you clearly must be in a position now to be advising for purposes of the budget, which we are all waiting for, with respect to any policy changes in that area. Would the minister be able to enlighten us about any concerns he may have, given that we are hearing concerns about the minimum wage rate in the summer, especially for students who are using that employment opportunity to raise sufficient dollars to go to

university? Are you satisfied with the minimum rate for next summer, that you are giving sufficient dollars to students in the province?

Hon. Mr. Curling: It would not be proper for me to really address that now.

Mr. Jackson: That is fine. Can I ask you then if you intend to revise—as you no doubt are aware because it came under your umbrella, there was the lawsuit at Ontario Place with the students who sued the corporation because of the extensive amount of overtime they were subjected to.

Hon. Mr. Curling: Ontario Place does not come under the summer Experience program.

Mr. Jackson: It does not? Then I will reserve that question for another series of estimates. I think it bears repeating: if the case exists at Ontario Place that students are being subjected to extensive overtime, within your ministry and your program areas that you are responsible for, do you have a mechanism to recognize the overtime contributions of students on your programs, or are they paid a flat rate for a 35-hour work week and there is no flexibility in your program? Given that one ministry has experienced litigation on that point, are you satisfied that you have sufficient flexibility or are you looking at modifications in that area so that it does not occur within your area?

1630

Hon. Mr. Curling: It is my understanding that the summer Experience program does not accommodate overtime in that they are not asked to work overtime. I presume Ontario Place is a different category altogether. Maybe that is why they have been subject to that. I do not think the students who worked on the summer Experience program would be subject to that, because they do not work overtime.

Mr. Jackson: That is what they thought. That was the reason for the lawsuit, that they were putting in 15-hour days and were not getting paid for it.

Hon. Mr. Curling: I think it would be nice to raise it in the other estimates.

Mr. R. F. Johnston: I have two small matters on this same business of outcomes and that kind of thing. I was wondering if you have done any analysis at all—this follows up actually on what Mr. Jackson was asking about the effects of minimum wage on the numbers of people coming into the program in a boom economy, rather than just the straight question of how many unemployed kids there are. It is the question of the level of minimum wage or the question of the \$100 amount you provide while they are in the

program. Have you been able to do any analysis of that to know if that is having an effect on the numbers?

The second thing would be: if the only answer you are giving me around the intake of people into the program is that the number of long-range unemployed youth is dropping, and that is the significant fact, why is it that you are going to be doing more promotion within the Futures program to try to get more people into the program? Is that not an admission that something else is at play here, rather than just being the straight question of the economic upturn?

Hon. Mr. Curling: I think the emphasis here is that our promotional direction is to enhance programs in Futures more than what you said, that is that it is a drop and we promote to get more people. I think we have expanded the Futures program to fill the gaps where we could deal with those students, those individuals who are not being served. The direction of promotion is in that area.

I think you are asking, as there was a decline in that client group, are we promoting to get more? I think we have emphasized it in a different way. In the promotional material for the enhancement of the Futures program, we have the part-time work/part-time school option.

Mr. R. F. Johnston: It seems to me there are an awful lot of other things involved in why people attend a program such as Futures on top of any bettering of matters within the economy. I wonder if you have done any analysis of what those measures are. What I do not understand is, if you are just saying the economy is better, then presumably your only response should be to reduce the amount of money going in and say: “There you are. We’re doing a wonderful job and isn’t that great?” That is not what you are doing. You are promoting trying to get better attention by certain communities to the program. Therefore, you are saying there are other factors. I want to know how you are quantifying this; that is all.

Hon. Mr. Curling: I have already said that, yes, we have looked at the program, expanded it or enhanced it. For instance, we found that part-time work/part-time school is a very effective way to carry the program on.

Mr. R. F. Johnston: I don’t know whether I hear an answer to my question or not.

Hon. Mr. Curling: I think you are asking about the statistics we use. Is that what I am getting from you?

Mr. R. F. Johnston: I will leave it. I am really after how you look at this systematically rather than just in an ad hoc way to make your social policy decisions. That is what I am a little confused about.

Mr. Chairman: I would like to think that we could give reasonable attention to these estimates. Most of these things, I think, could actually be asked again on certain items in here. Could we proceed to vote 3301, item 1? Would that be appropriate?

Mr. Jackson: I have just one final question. I had requested the list of existing delivery agencies for the Futures program in Ontario. I had also asked for the list of those which had been rejected or denied, whichever wording you use in the ministry, and the list of those delivery agencies which have ceased to continue their operations for whatever reasons. The reason I wanted that data was to further clarify a concern which was raised about the equitable distribution of the Futures delivery groups, that it is noncompetitive within a given region between a community-delivery mechanism or a community college.

Given that the minister has a finite amount of dollars to apply to the program—he assured us it was something he was sensitive to but it was premature to discuss because he was still getting applications for Futures delivery agencies—can you comment if you have run into any difficulties with the funds that have been provided for you in terms of meeting all the applicants' needs?

Hon. Mr. Curling: I may not comment in detail on this, but there were concerns about the youth employment centres and the Futures program, about how they deliver, what are the groups, and was there any overlapping. Yes, there were some concerns. Those concerns were addressed and we are monitoring those concerns if there is overlapping there or any confusion.

Mr. Jackson: Do you understand what I am asking? By having the rejection list, are you able to determine if you are ruling on the side of the community college each time, are you ruling on the side of the community delivery system or are you just accepting both applications and ensuring that their programs are designed to meet the differing constituencies that they hope to address, different clienteles that they hope to address?

In the absence of having that data, it is hard for us to determine whether the government is setting the priority on a community-based delivery model or a community college delivery model.

Hon. Mr. Curling: The youth employment counselling centres and Futures work together in some respects. I do not think there is a way to say, "You have been rejected," and there will be a rule that—

Mr. Jackson: Have you rejected any? Let us start with that. Can you advise whether you have rejected any applications under this program for groups which have applied to be a delivery mechanism or delivery agency? Have you rejected any?

Hon. Mr. Curling: I will ask Mr. Wolfson to respond to that.

Mr. Jackson: Do you think it is relevant, given that we did not spend everything? Do you see why I am asking the question?

Mr. Wolfson: All of the existing youth employment counselling centres and colleges annually will give us a plan for the next fiscal year which we deal with. We negotiate with them on that. There has been no such application which in its entirety has been rejected. There are new youth employment counselling centres that get established from time to time, and we have asked that there be a period, while they establish themselves as a youth employment counselling centre, prior to adding the Futures component.

It may be that on occasion, a youth employment counselling centre has come forward with a Futures submission to us which we view as a tad premature, but we work with them. The understanding is that over the course of an appropriate time they will eventually get Futures funding. Typically, we would ask that they would work together with other delivery organizations in their community to work out an appropriate plan for co-operative delivery in that community.

Mr. Jackson: So you are able to give us an idea as to when an existing employment centre has gone on to the Futures funding formula.

Mr. Wolfson: Yes.

Mr. Jackson: Can you advise in a specific instance? I understand the ministry has been advised of the Tracks Youth Employment and Resource Centre in Collingwood, which currently has an application before you for Futures which would come from the dollars in our current estimates which are before us. Would you advise us of the status or the ruling with respect to that application to go on the Futures program?

Mr. Wolfson: We have asked the Tracks youth employment counselling centre to meet with officials of the college to try to work out a local agreement around how Futures will be

delivered in Collingwood. Is that the correct location?

Mr. Jackson: That is correct.

Mr. Wolfson: I do not believe the two organizations have yet been able to work that out between themselves. We are going to encourage agreement at the local level. If that does not occur, we will intervene ourselves in order to develop an appropriate plan.

1640

Mr. Jackson: How much time do you provide before you decide that it is appropriate to intercede in the interests of the students and the young people who are waiting while we get this relationship ironed out?

Mr. Wolfson: I do not think there is any particular set period of time I can give you. I think it is the judgement of ministry officials that determines, together with the deputy and the minister, the appropriate time to intervene. We would like to think these are local organizations who are really taking the responsibility locally to deliver the Futures program for us.

Mr. Jackson: With due respect, the reason I am trying to get a clear answer on this is that can be perceived as a copout. Georgian College currently has the delivery program for Futures. There is then an assessment made, rightly or wrongly, that it is not meeting all the needs and that the youth counselling centre, Tracks, in Collingwood, can meet a client group whose needs are not being met at Georgian.

In fairness, by stating that it is totally a local option and not putting a time line on it, Georgian continues to provide a delivery service through Georgian College on the Futures program, but there are still identified cases that are not being met in that community. At what point can they have access to these funds which, by your own admission, are not being fully expended because of the minister's perceived success rate and limited uptake?

Mr. Wolfson: The communication that we have received just recently around this issue is causing us to review our position on this. If the two parties cannot quickly come to the appropriate local agreement, we do intend to intervene. We have in fact done this in the past. This would not be precedent-setting for the ministry to bring the two groups together.

Mr. Jackson: You speak then through the minister. Minister, is it your intention to ensure that, with the advent of winter in an area of this province suffering increased unemployment, we can be assured that the ministry will react

quickly, as Mr. Wolfson has said, with respect to resolving what may be a minor impasse in terms of a parallel delivery system within the city of Collingwood?

Hon. Mr. Curling: As Mr. Wolfson said, we are confident that they can work out their differences. If not, we intend to act very quickly because we would like the program to operate.

Mr. Jackson: If you have not responded to this group, Tracks, I hope you would share with them your kind assurances today in the estimates as part of that correspondence to them. It would be very much appreciated. I want to thank the member for Simcoe West (Mr. McCague) for bringing it to my attention.

Mr. Chairman: If we can proceed to item 1 of vote 3301, I think the member for Etobicoke West (Mrs. LeBourdais) has a question.

On vote 3301, skills development program:

Mrs. LeBourdais: I am sorry. Actually my question is a fairly brief one, but it just follows up on the skills delivery. If my memory serves me correctly from yesterday, the minister said that unemployment for youth figures were down from approximately 150,000 to 90,000 or 91,000. I am interested in that 91,000. Are the programs that are currently available not being used to any great degree by that group of people; and if not why not? Are the programs allowing people, in a sense, to fall through the cracks? Is the communication not sufficient to reach out to those young people or are they just not wanting, for whatever reason, to avail themselves of the programs?

Second—and again this concerns the breakdown of the kinds of people in that 91,000, the demographics, the ethnic proportions within that 91,000—does the minister have any statistics that would break down some idea of the profile of that individual?

Hon. Mr. Curling: Let me just comment that I do not have the statistics myself. I am sure the staff may be able to help the honourable member with what statistics they have to say what the breakdown is.

Mrs. LeBourdais: The exact numbers are not what I am after, but more how perhaps we may not be getting to those people, regardless of whether it is 80,000, 90,000 or whatever.

Hon. Mr. Curling: We have made what we call adjustment or enhancement to our Futures program, to widen the client group or to address some of the needs that need to be addressed, the specific needs of those youths. That has been expanded or enhanced, so to speak, such as the part-time work/part-time school program; how

long you had been out of a job; the criteria which were applied at that time would disqualify some—we have also expanded that. So we have improved the program, so to speak, in order to accommodate more people in that respect.

On the other hand, if there is anything Mr. Wolfson would like to add to that which would help you to feel confident that the program is really being expanded and serving all those client groups, maybe he could.

Mr. Wolfson: Perhaps a couple of further observations. When we get the unemployment statistic, it is at a point in time, and that means it does consist of young people who have been unemployed for a long period of time and young people who were employed yesterday and unemployed today.

The Futures program, for instance, is designed in such a way as to give young people an opportunity to test their skills in the labour market, and if they are unsuccessful, then we come in and provide the support. I guess what I am arguing is that not every one of the 91,000 young people is a young person in need of government assistance.

Furthermore, of that group, there are some who are full-time students seeking part-time work. I suppose we could debate the relative merits and needs of that group. They are included in that 91,000.

Mr. R. F. Johnston: There are also people who are not included in that 91,000, as you know. In fact, if you look at the statistics gathered by the federal government, I would presume that, of all the categories, the younger person who is out of work probably shows up least, except probably for women who have been in the home longer and are now going back to the workforce, but there is a significant number who do not show up at all in these stats, as well as those who show up and about whom you may wonder whether they should be in the statistics. In my view, I question just how relevant all the statistical bases are that we make our decisions on.

Mr. Chairman: If we could keep to this, just for clarification, this is vote 3301, a general vote. This is my clarification, by the way, as far as the committee is concerned. There are items in it, and on Thursday we will vote on those items. Richard, you have a question which has to do with item 1.

Mr. R. F. Johnston: Sure. Let me just start off with item 1. From my perspective, if people want to jump items in terms of their priorities,

just as long as they list them to you, that is fine with me as well.

There was one under basic administration about which I asked yesterday and which I wonder whether the minister could speak to, and that is the whole contract employee question. Do you have any information about that, or when might you be able to get me some?

Hon. Mr. Curling: I will ask the deputy to address that question.

Ms. Carr: As soon as I find my briefing note here.

The ministry in its startup period has been moving from initially employing a number of contract staff to holding a number of competitions and making those staff part of the permanent complement of the ministry. Our payroll of November of this year indicates the ministry has 478 permanent classified employees and 83 contract employees.

Mr. R. F. Johnston: How does that compare with last year at this time? Is there a significant change?

Ms. Carr: I do not have the comparative numbers, but I guess from my own experience last year in running the skills training division, we were running a lot of people on contract who now fill permanent positions. The allocations received from Management Board of Cabinet for staffing Ontario's Training Strategy is part of that.

Mr. R. F. Johnston: Of the 83 positions, are these all recent positions or are some of these people who have been on contract for three years? Is that still a possibility or are most of those people who have been around for any length of time now being brought into the civil service?

Ms. Carr: We are currently in the process of classifying a number of those jobs and will be going through the process of filling them on a permanent basis. A number of those 83 contracts are filled by people handling an overload situation, which means those are short-term contracts.

1650

Mr. R. F. Johnston: If it is possible, after this is finished, as part of what you might be sending through the chair, you could give me a breakdown of the 83 positions in terms of the length of time and whether they are, as you say, Office Overload kind of things or whether they are permanent positions—positions which have as yet not been classified but probably will be

classified—I would be interested to see how that is developing.

Mr. Black: In those contract positions, on average, are the salaries paid to those people commensurate with what would be paid if they were permanent employees?

Mrs. Carr: Yes, they are. They are equated to government positions when the salaries are allocated.

Mr. Chairman: Mr. Jackson.

Mr. Jackson: I will yield.

Mrs. O'Neill: My question is on the next line.

Mr. Jackson: I will still yield because I am waiting for some public accounts material from my staff. I thought it was here now, but I will wait for a moment if I can.

Mrs. O'Neill: I would just like to have an explanation of the term "special warrant." This is on page 3.

Hon. Mr. Curling: Correct me if I am wrong on this one. Right now, what we are doing is voting on the entire estimates, my budget. In the meantime, the ministry has to conduct its work. I presume this is the money that we get to carry on the work until I know you all unanimously will vote for this budget of the Ministry of Skills Development. So the special warrant allows the ministry to pay its bills.

Mr. R. F. Johnston: You should also let Mrs. O'Neill know, Minister, that if she does not like the budget her means of getting at it is to vote against the minister's salary; that is always the way to do it. It is an important thing to know. So if you feel really strongly by the time this is over, that will be a possibility when the votes are stacked.

Mrs. O'Neill: This is a point, I suppose, of information. I wanted to know, does that determine the total budget? Is it the same for all ministries? How is the \$2.4 million determined?

Interjection: It is an estimate of the interim amount required.

Hon. Mr. Curling: I gather this is gross of a three-month expenditure; in other words, an interim kind of budget.

Mrs. O'Neill: So it is a three-month figure, basically?

Hon. Mr. Curling: Yes, but there are other expenditures there to include afterwards, not only the three months. Maybe I will ask Mr. Kidd. This is Frank Kidd, the executive director of finance and administration.

Mr. Kidd: A special warrant was employed in the months of April and May to supply moneys to

the ministry when the House was not in session and there was no interim bill of supply. Similarly, another amount was provided for the month of November when again the House was not in session and we needed money to extend the interim supply vote which had expired on October 31. Each ministry has a different amount, but it is based on the amount they would normally need to expand for the period of time until the interim motion can be passed in the House.

Mr. R. F. Johnston: Mr. Jackson, I do not know whether you want to go now, when you have Mr. Kidd here; probably there will be something that he would normally respond to.

Mr. Jackson: Under services—I am trying to determine where that is—under line item 3301(1), I see services of \$992,200. I am examining here before me the Public Accounts 1986-87 under the Ministry of Skills Development. I have an entry here for Crackerjack Productions Inc., a payment of \$45,148, and I have another one for Stonehenge Filmworks, \$40,005. I have the whole list of supplies and services, but those two seem to jump out. There is also one to the Inn on the Park for \$107,000, but we will not get into that at the moment.

Can you just tell me what these two productions were for, whether they were tendered and who are the principals who received those contracts through your ministry?

Hon. Mr. Curling: I would be happy on Thursday to give you those details.

Mr. Jackson: OK. Well, let me ask it another way, then. What is the limit? These contracts are under \$100,000, so the deputy minister has the authority to let those contracts—correct?—without going to Management Board of Cabinet?

Mrs. Carr: Over \$25,000.

Mr. Jackson: Oh, is it over \$25,000?

Mrs. Carr: Yes, depending on what it is for.

Mr. Jackson: So both of these would have to have gone for approvals.

Mrs. Carr: Depending on what it is for. I cannot respond to you without checking on these two and finding out what they were for.

Mr. Jackson: It is quite apparent that we have increased the number of contracts, according to the public accounts, under the area of services in each of the panels. Will we be able to get clarification on the points raised before we do final votes on Thursday?

Hon. Mr. Curling: Yes.

Mr. Jackson: I would like to know as well if these were tendered.

Hon. Mr. Curling: On Thursday we will give you those details.

Mr. R. F. Johnston: I thought maybe we should give them a chance to give some good news as well. I presume it is good news. I was surprised by the drop in administrative costs in the initial line items in terms of your staffing costs. In my estimate, they show a reduction of about 58.5 per cent from what was actually budgeted last year, something which is not usual. I wondered if you would want to talk a little bit about why it is that the staffing allocations seem to be much lower this year than in past budgets. Am I incorrect on that?

Mr. Kidd: The staffing budget as reflected in the ministry administration vote?

Mr. R. F. Johnston: Yes.

Mr. Kidd: The ministry administration vote reflects the original base from which the ministry administration evolved. It does not reflect the additional moneys that have been granted to the ministry in respect of the administrative infrastructure, if you want to use that word, of the ministry itself, because that had not been approved by Management Board in time for inclusion in these particular estimates.

Mr. R. F. Johnston: Ah.

Mr. Kidd: So you will be seeing a supplementary estimate in respect of ministry administration which exceeds the estimates as printed here.

This is the same as happened last year. I think that last year at these debates, we gave Mr. Jackson a copy of the ministry complement statistics at that time, which were not reflected in the base estimate but came through later in supplementary estimates during the month of February.

Mr. R. F. Johnston: Do I dare ask what your projection is for what the excess will be rather than the smaller balance?

Interjection.

Mr. R. F. Johnston: Do we just want to stick with this and not talk about what might happen in February?

Interjection.

Mr. R. F. Johnston: That is right. I mean, I am not going to say my complement was misplaced, if at all. But I wonder if, first, you can tell me what you think that figure is going to be, what approximately the supplementary estimate is going to be for salaries.

Hon. Mr. Curling: You do not want us to project that right now, do you?

Mr. R. F. Johnston: Yes. Oh, I do.

Hon. Mr. Curling: I do not think it is really fair for us now to start projecting this to you, to say how much it would be. I mean, you know that later on, if I fall short or go above that, you would want another explanation of that. I would rather give you the facts.

Mr. Jackson: Come on. We are not talking about estimates, we are talking about actuals. If you can do it in salaries, you certainly can do it for services and actual contracts spent which exceed the estimates. I think it is a relevant question. It is the same question I raised last year. It is not a major item to crunch out what your expenditures to date are in excess of what your last estimate request was.

I suspect, according to the public accounts, you have gone way over on supplies and services with special contracts. There is a whole list of them here. I think it is a relevant question to ask and I think it would be a wonderful experience for the new members of the committee to see how these things operate.

1700

Hon. Mr. Curling: I think Mr. Johnston was asking for a projection for 1987-88.

Mr. Jackson: It is almost over.

Mr. R. F. Johnston: In this budget we are dealing with now, you are going to ask for a supplementary amount because, I am hearing, when you went to Management Board of Cabinet you did not have all the information you required, and therefore you under-budgeted. What you are presenting to me, as the critic who wants to know what your actual budget is for this year—you do not have to be specific; I just want to know, in ballpark figures, how much. I gather you are going to exceed the projected budget rather than show a 58 per cent drop, as I indicated. If that is the case, I would like just some idea of where you think that might be going, what kind of levels.

I understand you have an expanding ministry. There will be no diatribe following this; you do not have to worry about that. I just want some idea, some knowledge of where this is going. I had my diatribe yesterday. I do only two a week.

Mr. Jackson: It is early.

Mr. R. F. Johnston: That is right.

Hon. Mr. Curling: It would be extremely difficult for me, at this moment, to tell you what the projection would be.

Mr. R. F. Johnston: You are starting to scare me. This is the wrong way to approach this.

Hon. Mr. Curling: Maybe I could say that if I am able to gather all the data to give you a projection, I am prepared to give it on Thursday.

Mr. R. F. Johnston: That would be fine.

Hon. Mr. Curling: If I am able to do so.

Mr. Tatham: It costs so much, no doubt, to operate the department, but do you have a specific figure per person involved for the students you are helping?

Hon. Mr. Curling: Do you mean, who is the director of youth?

Mr. Tatham: No. You put so many students through. What does it cost per individual whom you help to go through? Do you do it on that basis?

Hon. Mr. Curling: I gather we do not have that cost now.

Mr. Tatham: I am just wondering. In the world of business it costs so much to run an operation, more or less, and if you put more people through, it probably does not cost much more. But if you put fewer through, you still have a basic cost. I just wonder if you have arrived at a figure of what it costs for each individual whom you help train.

Hon. Mr. Curling: As you know, each program and each area that delivers it would have a different cost. Some programs are delivered through different agencies, and the costs vary. We would be able to tell you specific costs in a specific area, but not the general cost right across, since that is the cost for all programs, for all the client groups or the client himself whom we are serving. So in specific terms, it would be difficult to say unless we talk about a specific program in a specific area.

Mr. Chairman: Is that OK? Are there any other questions or points?

Mr. Jackson: Was my request sufficiently clear to the minister and staff, that I was requesting a similar ballpark projection for the supplies and services panels across all the vote items?

Hon. Mr. Curling: We will try to provide it on Thursday. It was clear.

Mr. R. F. Johnston: Just a process question again, if I might. It is very difficult for anybody on the committee, whether he is new or whether he has been around a while, to have now any idea of what the actual likely costs of administering this ministry, in staff terms, are going to be, because of the way it has been laid out. I do not

know what is possible or what is not possible. I guess that is an open question. This is a problem in terms of when Management Board turns around with information for you about what it is going to give the ministry.

This is not a problem with the longer-standing ministries in general, which are more stable in terms of their development and their growth. How long do we see this kind of presentation being brought to estimates, because it does limit our capacity to deal with it very effectively? When do you see us being able to move to the more standard style of presentation? If it requires something from the committee to Management Board about that, then that is something we may want to follow up afterward.

Hon. Mr. Curling: It is a very important point that Mr. Johnston raises. I hope the next estimates will not see us doing this. I am saying that from a structural point of view and how I feel, as a minister, the importance of this ministry. I presume it is weaning itself now from being attached to all of the ministries and it has time on its own. I hope by next year we will see an independent structure standing on its own there. I know exactly what you are saying.

The other point you made was that it becomes more difficult for the understanding of the estimates, then, for all the members of the committee. I fully agree with that and I hope when we resolve that, it will be easier for us to deal with the estimates.

Mr. R. F. Johnston: If it is not possible by next year—and given the nature of things around here, that is a very quick time period to try to get changes in terms of a sensible process—what I would like to suggest is that in some way in the presentation that is being given we would have some projection of what you anticipate. Presumably, we will probably be dealing with estimates late in the year next year. I suggest that you give us some projection of what you think the supplementaries might be so at least we have some idea of what the real figures are, because as a critic or as a member of the committee, one comes in with a totally false impression of what the actual costs are likely to be and therefore has no idea what to ask, essentially.

Mr. Tatham: I just wondered, being brand-new on this committee: You are into computers now. Your operation is computerized and you are going to use computers as far as your pupils are concerned and your costs are concerned. I mean, you are going to have your costs set out. Is that going to take place in the next year?

Hon. Mr. Curling: At the moment—and the deputy can expand on this—my understanding is that many of the services we use are services from other ministries. The term is that we buy those services. I think the question you are asking is whether or not we will have our own computer and what services we have, but those things are bought—that is the term we use—from other ministries. I presume that is your question. You are asking if all those things are—

Mr. Tatham: Well, it seems to me that you are dealing with a lot of numbers, a lot of people, and to put it on a computer and do it in such a way that you will be able to get the numbers out of there—I mean, you can put numbers in. Well, let us get them out so we can find out what is going on.

Hon. Mr. Curling: Let me see if I have your question properly. We do not do the teaching and—

Mr. Tatham: No, I appreciate that.

Hon. Mr. Curling: It is delivered by other community colleges, different private sectors and all that. But I do not understand your question. I will ask the deputy to expand. Maybe she will have more of an idea.

Ms. Carr: In some of the programs—for example, under the training strategy or Futures—software packages are being put in place. In the case of Futures, those are being put in place. In the case of programs under the training strategy, those are being put in place with the delivery agencies, which, as the minister has indicated, are not ministry staff; they are external delivery agencies. We expect to have those up and running for the skills training strategy programs and for the Futures programs in the near future.

For issues that are related to ministry administration—for example, a new program like Transitions—we are putting in those information systems now for these new programs that are getting off the ground in midyear, and again, by next year, we will have those in place and the data available on those and so on.

Mr. Tatham: And the costs and things of that nature.

1710

Ms. Carr: Yes.

Hon. Mr. Curling: That is a good point.

May I, Mr. Chairman? Mr. Johnston raised a point about the projection. He was asking me about how much it would be. That also will change how much money we do have. In other words, we are asked to take on new programs all the time. This year we have taken on Transitions.

They have taken on the apprenticeship. That is why I was maybe a bit cautious to say it will cost us that. I know the executive body of cabinet may say, "That's the way; take on another program here," and it will change the cost.

Mr. R. F. Johnston: Believe me, they will not do that here. Do not presume they are going to.

Mr. Chairman: If I may introduce Richard Allen, who is another member of the committee.

It seems to me, Mr. Tatham, if I might, that it does tie in with this question of the database and the fact that this is a new ministry and that its products are very varied. You kept mentioning pupils, and I know it has something to do with your background, but Transitions is dealing with a very different product, if you like, from that.

Are there any other questions or points on this item?

Mr. R. F. Johnston: Item 2, if we can.

Mr. Chairman: You said?

Mr. R. F. Johnston: I would like to move to the second item.

Mr. Chairman: Yes, by all means.

Mr. R. F. Johnston: These are my opening remarks, my concern about labour market research, and I see under this item the fact that you have a small group within the ministry that does compile information. I guess I wanted to have a better idea about where we are getting information, again in order to understand how we are making decisions and planning.

Oh, my goodness, it is Horswill, great. Are we not lucky? Assistant deputy minister Les Horswill, ladies and gentlemen.

I really wanted to know just what information base you work from and that kind of thing. I have been getting information from several different sources, whether it is Metro social planning or labour council work that might have been done and other kinds of projections. There is a committee here in the city of Toronto that tries to analyse what the projected needs for Metro are going to be.

When I start to compare some of that information with other databases, they do not seem to coincide very well, so I guess I am really interested in knowing what are the problem areas here and how you try to overcome them in terms of labour market projection.

Hon. Mr. Curling: May I introduce my assistant deputy minister for the policy area, Les Horswill?

Mr. Horswill: Thank you very much.

Mr. Chairman: Welcome.

Mr. Horswill: I have with me today, incidentally, Dr. Frank Whittingham of the labour market research group, who does put together facts to assist us.

There are two areas where we employ facts and analysis in labour market information to help us guide our programs and our priorities and to assist us. For instance, in negotiating with the federal government we turn to primary sources, Statistics Canada. We do not duplicate Statistics Canada; we work with its data in as timely a fashion as possible.

Along with that, of course, through the community industrial training committees we do a labour market needs survey on an annual basis. They are going to be published and they are very helpful to us in developing our sense of skills priorities. We do not use them to put fences around our programs, as has been proposed by the federal government, but they are very important indicative planning for the Ontario skills development offices and for apprenticeship planning.

We use the needs assessments of the colleges. We look at, for instance, Canada Employment and Immigration's authorization for employers to recruit offshore. That gives us a sense of employers' needs to look beyond our labour market for skills, and that is a pretty good surrogate for need.

We look at graduate placements from our colleges. We look, of course, at the unemployment insurance claimants. We do special surveys from time to time. For instance, Ontario's Training Strategy was based to a large extent on a very extensive survey that Mr. Kidd and the former Ontario Manpower Commission undertook on employer-based training, which raised many of those shortcomings that we have acknowledged publicly and want to take on through new programs.

I will table the list of research sources that we have either generated or employed in the development of several major policy projects, Ontario's Training Strategy in particular. These studies have been undertaken by us, the policy branch, in the labour market research group. They have been culled from the literature elsewhere in the world of training and manpower policy. It is a daunting list of material. I assure you that our staff employ this. That is a much more pragmatic use of analysis of issues and generation of insights, very much in the development of policy in the case of government, as in the case for you.

Mr. R. F. Johnston: Let me turn to one of the major problem areas that you run into, Mr. Horswill, in terms of trying to project skills needs in the province, and let us just do skills needs at the moment. Are there problems in the delivery of the information you get in terms of the time period for which they are relevant and how quickly we can respond to provide that kind of skill, or are there just problems in getting a consistent base for the information that everybody is using, or both?

Mr. Horswill: I will try to be of benefit to the committee, although I must acknowledge in advance that I am not a professional labour market analyst. If you wish to explore this in more detail, I am sure Mr. Kidd would be happy to be of assistance.

Of course, there is not in the development of this area a consistent database. Facts are always subject to interpretation and debate, a great frustration for us. The census data are extremely valuable to us, but the census data have now become quite out of date, but we will have the quinquennial, which I believe is the term for the census information, at the end of March, as you are aware.

Ontario's labour market is incredibly dynamic. The data we have on the input and outflow of the labour force in and out of Ontario are not easily quantified, which is a puzzle to me, but it is not done in a timely way. Understanding our own labour market has a lot of grey areas, because of the tremendous inflow and outflow of mobile labour. People do move around in the country.

The timeliness of Statistics Canada data is one issue, but above all, in forecasting skills and employment needs with labour market data, you are essentially projecting into the future data about the present, at best, and usually about the past. As we know with other phenomena in the economy, trends in sectors change. You always have to exercise considerable prudence. We looked more to broadly based programs which allow the programs to respond to the unforeseen.

Mr. R. F. Johnston: I have just one detailed question, which is about the timeliness of the inflow-outflow stats. What do you mean? Can you be a little more specific about how delayed they are or how spotty they are? Maybe Dr. Whittingham could come and join us briefly. Would that be possible?

Mr. Chairman: I was about to comment that it did sound to me, looking at his field in here, that he probably is the one you should have

addressed it to before. Charlie, will you wait until this carries on?

Mr. Tatham: Sure.

Mr. Chairman: Very good. While we are waiting, here are my comments. You said you were surprised that this material was difficult to quantify. I must say it does not surprise me that it is very difficult. You said it is a dynamic, a very diverse field. It is very difficult, but nevertheless, very important.

Dr. Whittingham: I can add to a few of Les's remarks. Then if you have any questions you want to follow up on, we can go on from there.

1720

When Les alludes to the dynamic nature of the labour market in Ontario, it is very dynamic in terms of its structural changes and the industrial changes, but it is also very dynamic in terms of the flows of people. One very important dimension is the ability of people to vote with their feet when it comes to employment opportunities in other parts of the country.

Over the past approximately five years, we have observed flows of individuals between the regions of our country, with Ontario in recent years being a net gainer of people, especially from the west, in the magnitude of over 100,000.

Mr. R. F. Johnston: During that five-year period or every year?

Dr. Whittingham: It is varied, but for some years it has averaged about 100,000. That is a very dynamic population and a very dynamic workforce in terms of its mobility.

In many cases, the information we have permits us to document the patterns and the trends. To start putting tags on things, in terms of specific jobs going vacant or the characteristics of people who are moving, becomes much more difficult, because we just do not have the information bases we require. We only acquire those occasionally either through special efforts or, as Les has noted, through the decennial or the quinquennial census.

Mr. R. F. Johnston: How useful will the 1987 census results be when they arrive? Are they more limited in terms of what information we are going to be able to get out of them than the 1981 decennial ones were?

Dr. Whittingham: It will have, for the first time in a quinquennial census, the labour force and characteristics data. In the past, in terms of great detailed information, we have only had that every 10 years. Finally, we will have it every five years.

It will provide an opportunity to generate some benchmarks in terms of the importance of visible minorities in the labour force. It will permit us to generate some benchmarks within the regions of our province. At this point, we are desperate in terms of our efforts to put together detailed information on the regions of Ontario. It will provide us with benchmark data we have not had since 1981 on many dimensions.

Mr. Chairman: Dr. Whittingham, would you care to comment on this point of jumping to alternative sources? This is a very imposing list. I guess one could go to Europe and see a pattern, if we did not have the information, and then take that information and apply it here. Do you do that kind of thing—in other words, look for replacement information?

Dr. Whittingham: Yes, we do. In our work we have been concentrating in the past year or so on an attempt to build up a number of data sets, if you wish, based on administrative records from the Canada Employment and Immigration Commission. That, for example, permits us to track on a quarterly basis what is happening to unemployment insurance claimants by occupation and track, on a quarterly basis again, what is happening on the number of employer authorizations being issued by CEIC to employers to go offshore and recruit, again by occupation.

We have the labour market needs surveys being done by the community industrial training committees, which we find to be a valuable input in our work. Again, we track immigrants into Ontario coming offshore by their intended occupation. Through nickel-and-diming, if you wish, a number of different data sources, we attempt to build up a picture of what is happening on the demand side of Ontario's labour market and the best picture we can on what is happening on the supply side, again around the occupational dimension, which for us is the key dimension because it is the dimension that helps one to use good information and analysis to derive where the training programs should be targeted.

Mr. Chairman: There has been interest from both sides here in this matter. Do you find a different level of difficulty in this problem with the youth you deal with and with, for example, the transition people?

Dr. Whittingham: No, the problem is equally the same. As a matter of fact, in the work we have done within the ministry in looking at the dynamics of the youth labour market and in the work we have done in looking at the labour market position and the adjustment problems encountered by older workers in Ontario, we

have basically gone to the same data sources, which are primarily regular surveys undertaken by Statistics Canada and special population surveys that Statistics Canada has undertaken. So it is equally difficult; that is the short answer.

Mr. R. F. Johnston: Just a follow-up. One of the groups that has surprised me, as a novice to this portfolio, which does not seem to be addressed systematically is the group that has been victim of the permanent layoff and the plant shutdown, unless they happen to be older workers or under 25 and therefore eligible on those kinds of criteria. Yet if you look at the statistics for this last year again, the numbers of people suffering from major plant closings and permanent layoffs continue to be very high. They have not dropped in the way you might have expected.

That information does come out on a fairly regular basis. Is there any thought at all to doing any skills-training planning around that, because at this stage those people, generally speaking, are just sort of let drop out there, and if they happen to be under 45, there is really nothing for them, even if they have no skills which are particularly relevant. You can be a 43-year-old worker and have the same factory base skill that is no longer in demand as the 45-year-old guy. We talk about a training-society culture we want to develop, and yet we have said that whole block of people from 25 to 45 somehow does not have any place in it. I was wondering what you have been doing in terms of that market or potential for skills training that might be out there.

Dr. Whittingham: Generally, the types of statistics we have on the 25-to-44-year-old component of the work force are the same types of data that are available to us if we are looking at youth and if we are looking at older workers. We quite honestly have not put any emphasis on doing in-depth analyses around what is usually called the prime age component of the work force.

Basically, what you are raising is a fundamental question on how one sets up the gates, and on that one I would dearly love to throw it back to Les.

Mr. R. F. Johnston: Are the stats you use the limited ones that I get access to, which show the number of temporary layoffs, the number of permanent layoffs and the number of plant closings? Is that basically all you get on that?

Dr. Whittingham: Yes, basically, that is all we have. The only thing in addition to that which we have had access to is the results of a special survey on persons who were displaced through

plant closure or technological change. That was undertaken by Statistics Canada two years ago. We have made a great deal of use of the results of that survey for our own work.

1730

Mr. R. F. Johnston: Maybe you can talk a little bit about the policy implications of that kind of thing.

Hon. Mr. Curling: Do you want me to respond to that?

Mr. R. F. Johnston: I guess I want to know where you are going in terms of policy. At the moment, there is very little statistical gathering at all, just these layoffs, permanent layoffs and closings. There is very little information that comes to you at all for use as a statistical base. I have misplaced mine, but I had them here, the last figures. These are quite significant in terms of the numbers again this year that are going to be permanent layoffs that we already know about. Yet in the Ministry of Skills Development we do not seem to have a particular plan as yet in terms of how you relate to the plant closing phenomenon.

I look at the whole phenomenon around free trade with great trepidation. I look at a riding like mine with some fairly old industries in it and ask, "What plans do we have in terms of meeting the needs of some of those workers if they do not happen to fall within the magic age groups?"

Hon. Mr. Curling: I presume that when programs are in place, some times we expect one program—and we are not saying that—to address all the needs. Statistics set before me show that the people who suffer mostly for a longer time of unemployment are what we call older workers, 45 and over. I presume the Transitions program addresses those groups.

Mr. Jackson: You presume?

Hon. Mr. Curling: It addresses those groups. That is what it is there for, to address that.

I think the question Mr. Johnston is asking is whether there are others too. We come now to the other programs to address plant closings for those who are under 45. Mr. Horswill may comment on them. I am not quite familiar with the federal program. Where there are plant closings, the federal people have programs to address those concerns. To specifically comment to you, it is possible that their programs could be in place to look at the other area, at those who are under 45.

Mr. Horswill: Just one coincident fact. There is a very big difference between the global unemployment rates under 45 and over 45 and duration on unemployment, which makes a very

fair labour market case for choosing 45 plus for the training allowance. Of course, among those under 45 there is a tremendous need for certain individuals.

The ministry has, of course, pointed out that traditionally labour market assistance programs for unemployed people in the labour market have been shouldered by the government of Canada. It is not only a tradition, it is demonstrated by their expenditures, which in this area are of magnitudes eight to 10 times ours.

In that regard, the ministry tabled our concern with the government of Canada. I believe you are in possession of our concern regarding the Canadian Jobs Strategy and eligibility of laid-off workers for retraining programs. Our concern has been that, in attempting to focus the Canadian Jobs Strategy almost totally on those most severely disadvantaged, they have set aside the need and the opportunity to look quite promptly after people who would benefit from training when they are laid off. In that context, we have made proposals to reduce the eligibility, the waiting period of six months, for several of those programs. Of course, the minister has proposed the Canada training allowance to ease access to income support while in long-term training.

Mr. Tatham: We are living in a world economy. Looking at this list of research sources on training issues, I notice something about Japan and Germany. Do we look at the technological advances that are taking place and take them into consideration? I understand in Japan, for instance, they train their people up. Then when they get to a certain skill, they sell that machinery, that technology, to some of the Pacific Rim countries; then they go ahead and train again. I wonder what we are doing to try to get up and be a leader with the rest of the world.

Hon. Mr. Curling: Yes, that is looked at. We are quite mindful of what Japan is doing. As you know, the Premier has a council on technology too. Most of these things are examined. We are very mindful of what Japan, England, Sweden and Germany are doing.

Mr. Tatham: We have that information coming in and we are looking at it in that direction?

Hon. Mr. Curling: Yes.

Mr. Jackson: There are two areas in this labour market research group I would like to discuss, if I could, since you are in the policy area. Earlier, I alluded to the Transitions program and what degree of marketing research

went on in order to enable the minister to peg 6,500 as a figure requiring the service. Can you indicate if any research was done?

Mr. Horswill: Very briefly, and Mr. Kidd can correct me, the data on the pool of potential clients are well known. It has averaged over the last five years at near 30,000, if my memory keeps me honest. That is the pool. As I alluded to earlier, the 45-plus is based on demonstrated data that their length on unemployment is longer.

The number 65,000 is an analysis of a historic number of people in this age group who take training, which is very low; 6,500 is an assumption that somewhere around a good quarter of those individuals would choose to take the voucher.

Mr. Jackson: When you say "take the voucher," you are referring to enrolling in the Transitions program and going to get an academic component. Is that what you are saying?

Mr. Horswill: We are saying one thing at a time. We are making a guessimate of how many would be interested in applying for the voucher, the capacity to purchase \$5,000 of training, and then we made some guesses about how much of that would be consumed. Again, we assumed about 40 per cent of that would be purchased. Experience will tell us—

Mr. Jackson: So I am to understand that there was no market research available to you in order to make some of the basic assumptions about this Transitions program.

Mr. Horswill: No, I have not been sufficiently extensive, sir. The research from Statistics Canada indicated the client base, that is, the number of individuals in that age group who are permanently laid off—

Mr. Jackson: Those are numbers.

Mr. Horswill: —and the information we acquire from the plant closures people on the propensity from experience of those people to undertake training. If you mean market research in terms of the desirability of training in a hypothetical way, no. As the program demonstrates, we think it will be a beneficial option that they will choose to undertake.

Mr. Jackson: That is clear. As I recall, Mr. Sorbara made a statement in the House with respect to 100,000 jobs of women being at potential risk with respect to the free trade agreement. Do you recall roughly the statement Mr. Sorbara made? Would you be familiar with and could you enlighten us about which documents were used for purposes of that assessment? There was reference in the document to a certain

degree of literacy and skills development of the 100,000 women being suggested or set out in that report.

Mr. Chairman: Can you respond to that very briefly, or will you have to take advisement?

Hon. Mr. Curling: We have to vote today. If possible, let me have a brief comment to Mr. Jackson. I am not trying to dodge the answer, but I think Mr. Sorbara would be able to respond to that question better than I can.

Mr. Jackson: We asked that question and we could not get the answer. Really, what I am saying is that I am not going to argue with the minister, who says 100,000 jobs are at risk. That is not the point of my question. My question is, has the Ministry of Skills Development been apprised of the report and what assessment is

currently being undertaken by the ministry in order to deal with the potential fallout or potential job losses of 100,000 women?

One must presume that the minister stated what he deems to be a fact and that there was a statistical base in order for him to make that assertion. In my wildest dreams, I cannot believe that was not shared with your ministry, and that would lead us naturally into a question which I raised in opening statements with respect to what you are doing about it.

Mr. Chairman: If I may suggest, I think we should adjourn. We will pick up at this point on Thursday in this same room, after routine business in the House.

The committee adjourned at 5:42 p.m.

CONTENTS**Tuesday, December 8, 1987**

Opening statement: Mr. Jackson.....	S-29
Skills development program	S-44
Adjournment	S-54

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Adams, Peter (Peterborough L)**Vice-Chairman:** LeBourdais, Linda (Etobicoke West L)

Allen, Richard (Hamilton West NDP)

Campbell, Sterling (Sudbury L)

Cousens, W. Donald (Markham PC)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

McClelland, Carman (Brampton North L)

McGuinty, Dalton J. (Ottawa South L)

O'Neill, Yvonne (Ottawa-Rideau L)

Tatham, Charlie (Oxford L)

Substitution:

Black, Kenneth H. (Muskoka-Georgian Bay L) for Mr. Campbell

Clerk: Carrozza, Franco**Witnesses:****From the Ministry of Skills Development:**

Curling, Hon. Alvin, Minister of Skills Development (Scarborough North L)

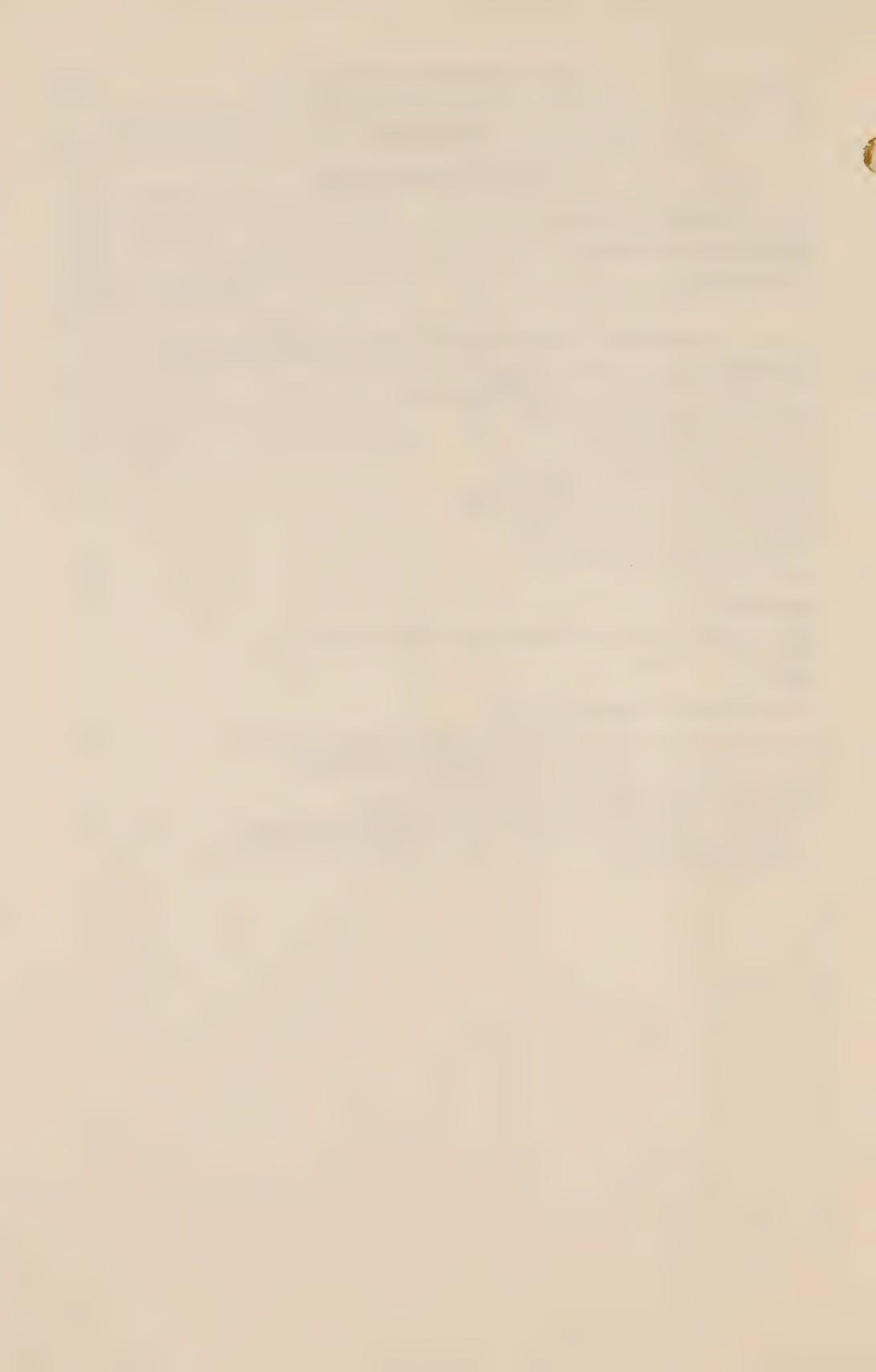
Wolfson, William G., Director, Youth Employment Services Branch

Carr, Glenna, Deputy Minister of Skills Development

Kidd, Frank, Executive Director, Finance and Administration

Horswill, Les, Assistant Deputy Minister, Policy and Development Division

Whittingham, Dr. Frank, Senior Manager, Labour Market Research, Policy and
Development Division





CATON
XC12
-S 77

Government
of Ontario

No. S-3

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Skills Development

First Session, 34th Parliament
Thursday, December 10, 1987



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, December 10, 1987

The committee met at 3:33 p.m. in room 151.

ESTIMATES, MINISTRY OF SKILLS DEVELOPMENT

(continued)

On vote 3301, skills development program; item 2, skills training:

Mr. Chairman: This is the standing committee on social development. We are considering the estimates of the Ministry of Skills Development. It is vote 3301.

I would like to introduce a substitute member, Taras Kozyra, who is here in place of Yvonne O'Neill, and I would like to introduce Tannis Manikel, who is here while Franco Carrozza is doing something else. He will be back, I understand, in about half an hour. Are there any questions from the opposition?

Mr. Allen: I am here substituting for Richard Johnston in his absence from the country. I have a number of questions I would like to raise with the minister around the question of apprenticeship training, which I believe you have touched on but not taken very far to date. Is that correct?

Mr. Chairman: That is reasonably true.

Mr. Allen: The first question I have concerns the indications that the federal government appears to want to reduce substantially the number of regulated trades, as we hear it, to leave only 18 critical regulated trades in place and to reduce the rest, which would be, depending on your figures, 48 or 49 trades taken right out of the apprenticeship training category.

I wonder, first of all, how serious that is, as the minister sees it. Is the federal government serious? Second, how serious does he view it as being in terms of the alteration of some rather long-standing basic training patterns in this province? And third, if indeed the federal government is serious and the impact on training is serious, what does the provincial government propose to do in response? I can hardly imagine that we would take those trades out of formal training and not do something about a substitute therefor.

Hon. Mr. Curling: I am glad you raised that point.

Mr. Chairman, I am quite comfortable to proceed in the way you want to proceed in these

estimates. I thought we were going to go line by line in the first part, but I can answer Mr. Allen's question if we decide to proceed in that way.

Mr. Chairman: Yes. Well, if there is any doubt about it, Mr. Allen, you may not know that we were on item 2 of the vote.

Mr. Allen: Which includes skills training, which includes apprenticeship. Yes.

Mr. Chairman: Yes. If the rest of the committee approves, perhaps the minister could respond to this question, we could continue with what we are doing and we could ultimately come back. Would that be—

Mr. Allen: That is quite all right. Where were you in item 2?

Mr. Chairman: I myself had got to page 21, but it was not quite as systematic as that.

Mr. Allen: So you are coming up to the question, in other words?

Mr. Chairman: Yes, that is right.

Mr. Allen: That is quite acceptable.

Mr. Chairman: Is that quite acceptable?

Mr. Allen: You are looking at skills training, general activity information and financial summary?

Mr. Chairman: Yes. Item 2 is the skills training item and page 21 is the general-activity area of it, but that is just where I had got to as I was following the discussion.

Mr. Allen: OK.

Mr. Chairman: But I do not want to—is that reasonable to you?

Mr. Allen: That is quite acceptable. There are some other items that I have to raise under item 2 as well. I hope my colleague Mr. Wildman will be coming to deal with a question relating to help centres, and I would like also to get in on that discussion and, in relation to that, a little bit on the Transitions program and funding. Have you been through all of that yet?

Mr. Jackson: We have been through it. Both Mr. Johnston and I laid down a series of questions, and that is why we were hopeful, given that we are in the last third of our estimates, that we could focus more on clear and simple responses to the questions that both Mr. Johnston and I raised. I respect what Mr. Allen is

requesting and what Mr. Wildman will request, but all the questions he has essentially alluded to have been raised. We are waiting for responses. I do not know if we would want to spend much time re-asking the questions.

Mr. Chairman: I had some concern that we do at least in some way cover the items. I mean, this is one thought. We had spent a rather long time at the beginning on general matters.

Mr. Jackson: Let me ask a question by way of trying to be helpful. When Mr. Johnston and I raise a series of questions, have staff counselled the minister so that he is able to respond in the process of the line responses to indicate that, "In this area a question was raised as follows, and we are pleased to respond as follows"? Has the minister been briefed to that extent?

Hon. Mr. Curling: Yes. My staff had been out and got quite a few responses for some of the questions that were raised. As you notice, too, on the second phase of our estimates, quite a few of the questions were answered too. I presume we had also indicated that during the estimates we will be answering some of those questions, some of which had to be written, and I have a few. If you want me to respond to a few that were asked now, I can do so. Some of those questions were asked on the first and second days. I can do that; we have some of those questions here. Line by line, of course, if you are following the line-by-line questioning, yes, there are some I can answer, there are staff here who can respond and who are here and ready to respond to those questions.

Mr. Chairman: Again, I would look to the committee in general. I have two concerns. I think it is very fair and the answers are here. Again, we are inexperienced. I look at the experienced members. I think there is some advantage to covering the items.

Mr. Jackson: It is also your mandate, but that is beside the point.

Mr. Chairman: Quite. Would it be appropriate now that we spend a little time going through the remainder of these items and then come back to these responses? Or would you sooner—

1540

Mr. Jackson: I think I understood the minister to say that he would be comfortable responding to the questions we raised as the line items appear. Then, if Mr. Allen and I feel that a question was overlooked, we might feel impelled to raise it. But all I wanted to know was if the minister was comfortable. He has maybe 10 or 12 responses prepared and ready. He can either deal

with them all in a lump fashion or that way. I am comfortable proceeding on a line basis as long as the minister is able to bring forward Mr. Johnston's questions, because Mr. Allen may not have been briefed on all the questions he raised on behalf of his caucus.

Hon. Mr. Curling: I will go line by line. I think it is an excellent suggestion. As the questions come to light, I will respond to them and if, at the end, at some time we look and I say, "I have a couple here that I see were not addressed," I would be prepared to respond to them at that time.

Mr. Chairman: Is that agreeable? OK. Questions, then, on that basis.

Mr. Jackson: If I may, I believe Mr. Johnston raised a question about numbers of employees. Did we get all and sufficient—

Hon. Mr. Curling: Yes, I can respond to that.

Mr. Jackson: Does the minister have that in a fashion which he can share with members of the committee?

Hon. Mr. Curling: No, I do not have it in a fashion I can share in writing with you. I just want to get the facts. I will get a deputy to explain to you the breakdown of the temporary workload and what classification they are in.

Mr. Jackson: Yes. I am sorry. All I was suggesting was that in last year's estimates, Mr. Sorbara provided it in a written form instead of repeating it and reading it. It was sufficient that he just simply tabled it with us. We were very satisfied, and I am sure the committee would be, to receive it in that fashion. I am just trying to be helpful and to expedite matters.

Hon. Mr. Curling: This response is very short. It will be, I am sure, a very short answer.

Mr. Jackson: Are all your answers oral and none in a printed fashion to be shared with the committee, as your predecessor had done?

Hon. Mr. Curling: All my answers are oral. We wanted to give you as much of a response as possible in the very short turnaround time which we had. That is why we have written it up in this way, and then we will give it to—

Mr. Jackson: No, you do not have it written up. If you had it written up, you could table it with us.

Hon. Mr. Curling: No. Written up in this way to give it to you orally.

Mr. Jackson: OK. Go ahead.

Hon. Mr. Curling: I will ask the deputy minister to proceed with this.

Ms. Carr: Last time it was mentioned that there were 83 contract employees listed currently with the ministry. The reason for the contracts: 28 of those 83 are in a temporary work-overload situation, 54 are awaiting position classification or competitions and one is on an internship with the ministry. That is for the total of 83.

The second part of Mr. Johnston's question related to how long they had been on contract with the ministry: 27 have been on contract for less than six months; 24, between six and 12 months; and 32, for more than 12 months. Those 32 who have been on contract for more than 12 months are currently among the group of 54 whose positions are awaiting classification and/or competition.

Mr. Allen: Are we also going to get this in a written form? I do not see any reason why that cannot be sent to us in written form.

Hon. Mr. Curling: We can send it in written form, yes.

Mr. Allen: Please.

Mr. Chairman: I assume it will be on the record too, in the transcript.

Mr. Jackson: Do ministry staff have any record of any other questions that we asked regarding this in the past?

Hon. Mr. Curling: A question was asked by you, Mr. Jackson, about the additional amount that the ministry will be requesting for administrative costs in addition to the current estimates. In item 1 of vote 3301, the ministry will be requesting the following amounts. As a matter of fact, the total amount we have asked for salaries, benefits, transportation, services, supplies and equipment would be a total of \$8,559,000.

What we have obtained, as a matter of fact, in the supplementary budget from Management Board was \$5.5 million, which will be presented on December 12. From the \$5.5 million, the remaining \$8.5 million will be requested at a further procedure point.

Mr. Jackson: Could you refer me to a page and help me with the figures you are referring to? We are on page 15. The requested amount of the nonsupplementary request was \$5,156,000, correct? Is that the line item we are referring to?

Hon. Mr. Curling: It is page 15.

Mr. Jackson: Yes, that is what I thought.

Hon. Mr. Curling: In estimates, 1987-88, \$5.1 million.

Mr. Jackson: So it is the 1987-88 estimates, third column, bottom of the column.

Hon. Mr. Curling: Yes.

Mr. Jackson: Terrific. OK. That was the original amount requested under estimates.

Hon. Mr. Curling: Yes.

Mr. Jackson: We do not have supplementary estimates. That is the figure you are now going to share with us.

Hon. Mr. Curling: I will ask Frank Kidd to explain that in detail.

Mr. Jackson: That would be very helpful.

Is this another piece of paper, which I see is typed and prepared, that you are willing to share with the members of the Legislature?

Hon. Mr. Curling: It will be gazetted on December 12, as I stated. Can I open the Gazette and I can share it with you afterwards?

Mr. Jackson: You would only be helpful by sharing it with us now. I leave it up to you.

Hon. Mr. Curling: There is nothing we are hiding here, Mr. Jackson.

Mr. Jackson: I know that, so why can you not just be helpful? There is no need for us to be difficult.

Mr. Kidd: The figure of \$5,156,000 at the bottom of the column will be increased by an additional \$8,559,000, as the minister has just explained to you.

Mr. Jackson: That is \$8,559,000?

Mr. Kidd: This is in accordance with the application we made to Management Board subsequent to the compilation of the estimates, and these are the figures to which the ministry administration is adhering. We have these limits on our expenditure.

Mr. Tatham: Mr. Chairman, is it by that or to that?

Mr. Kidd: Added on top of that.

Mr. Tatham: In other words, it would be what? About—

Mr. Jackson: About a 130 per cent increase.

Mr. Tatham: Eight million and how much?

Mr. Kidd: It is \$8,559,000 on top of the \$5,156,000. As the minister explained, we have already received a Management Board order for \$5.5 million, which will be gazetted this Saturday, leaving a remaining \$3.1 million in our allocation for which we will apply when we need it at some future time. In other words, we have spent the \$5,156,000 and we are spending some of the \$5.5 million now. As I explained in previous debate, the \$5.15 million merely shows the original allocation made to this ministry when it was formed and does not contain any of the

additional infrastructure items that have been added since.

1550

Mr. Jackson: I had asked specifically as well for the highlighting of the supplies and equipment in each panel. I guess another way of asking the question is, which area—salaries, benefits, transportation services, supplies—was the largest contributing factor to that rather huge increase?

Mr. Kidd: The largest increase was in salaries and wages. If you want, I will give you the details of the five categories as outlined on page 15.

Mr. Jackson: Again, I am not being difficult, but I ask with respect: Last year you personally prepared the document and tabled it with this committee and it saved an awful lot of time. Are you prepared to do that today?

Hon. Mr. Curling: May I just indicate again that you want it precisely tabled and you want the documents in front of you now. We will try to get the information as quickly as possible in order to deliver it to you today. I have no problem in getting to the tabling at all; so I will table it if you want.

Mr. Jackson: You are one of the few people in this room who was not present at last year's estimates. What happened last year was that the document you have in front of you was handed to the clerk, who left the room, had it photocopied and returned. It is that simple. So that you are clear as to what I am asking for, it is something that is normally done. If you are not willing to do it, fine. I will stop asking. That is all I am asking for.

Mr. McClelland: Mr. Chairman, this is more by way of comment to you as the chair. With respect to Mr. Jackson, we were not here last year. Rather than debating what happened last year, I for one would like to move on to the substance of what we have to discuss. Perhaps we can talk about process later. The minister is here by my reckoning for about two hours. We have a substantial amount of material. I would like to cover some of it; so I wonder if we could do that.

Hon. Mr. Curling: Just to make it easier, we will get what we have on that copied and get it to you now.

Mr. Chairman: It is my understanding that the ministry does not have the Futures answers to table in this form either. Perhaps the point is made and we could move on. This item will be copied. Is that right?

Hon. Mr. Curling: Yes, we will copy this.

Mr. Jackson: So salaries have increased from \$3.134 million to what size?

Mr. Kidd: To \$6.3 million.

Mr. Chairman: Excuse me, Mr. Kidd. May I ask you to speak a little more loudly? I am not sure about the sound system here, but some people are having difficulty. Sorry.

Mr. Kidd: There is an increase in salaries of \$3.2 million to \$6.3 million; in benefits, an increase of \$747,000; in transportation and communications, an increase of \$1.258 million; in services, an increase of \$2.561 million; and in supplies and equipment, \$758,000, for a total of \$8.559 million.

Mr. Jackson: Again, since I was interested in services and I asked a specific question about services, I see that it has increased by over 160 per cent. Would you please indicate why there was such a shortfall in your estimate or were there policy changes that contributed to a 160 per cent increase in that area?

Hon. Mr. Curling: Again, I will ask Mr. Kidd to respond to that.

Mr. Kidd: In the services area, the main item that contributes to the increase is our funds that are allocated to contractual research in the policy and development division. These funds were not allocated to the ministry when it was originally formed because the research funds were not available from the six ministries that were previously running the programs in this area and very little research was being attributed to this function. Of that amount, almost \$1 million is for contractual research in areas of skills training and labour market research, that sort of thing.

Mr. Jackson: When will those contracts be gazetted?

Mr. Kidd: These contracts will not be gazetted. These are contracts that we make with private researchers. If they are eligible, you will see them in public accounts.

Mr. Jackson: That is what I meant. I am sorry. When will they appear in public accounts, which is a gazetted item?

Mr. Kidd: If the items are over \$25,000, they will be shown in the public accounts for 1987-88 at that time.

Mr. Jackson: When will they be out?

Mr. Kidd: The public accounts are usually out in May or June. That is volume 3 you are talking about, which is the detail. It usually follows volume 1 and volume 2; so it might be June or July. I am not sure.

Mr. Jackson: Are there any advertising contracts in that?

Mr. Kidd: There are some projected advertising moneys in that for the Futures and Ontario's Training Strategy programs.

Mr. Jackson: Do you have an estimate of how many of those dollars are for advertising?

Mr. Kidd: Not in particular for the specific programs. There is an amount, I think of about \$300,000, for promotion, which pays for a mixture of marketing tools for these programs. The exact amount for advertising versus displays or promotions or merchandising through other vehicles—brochures, printing, that sort of thing—has not been broken down. That is a decision that is made internally, depending on the type of program we are promoting.

Mr. Jackson: I am sure we are still not putting a half a million pamphlets in liquor stores for 14-to-18-year-olds. I remember that inquiry from last year. Could I ask the deputy minister what steps she has taken in this area? I am being rather calm about this.

Hon. Mr. Curling: I can see that.

Mr. Jackson: I am sure that it may be interesting that it took a question to determine that we have about a 150 per cent increase. But what steps is the deputy minister taking in order to ensure that we will not see this kind of gap? We are raising a question about how this section is being administered, clearly, but I do not want to dwell on that. I would rather we dwell on how we are going to overcome it.

Ms. Carr: I think we touched on this briefly the last time when the minister spoke about the role and mandate of the Ministry of Skills Development. It is still a new ministry, it is still in the process of being established and it is still being asked to undertake new programs and initiatives. As such, moneys have to be allocated at some point during the year. It is not possible to know at the time of establishing the estimates all the new initiatives that may be required and brought on part-way through the year.

You are basically seeing a combination of two things here: (1) the ministry being given resources to do the job, part of establishing the ministry in the first place; and (2) some initiatives that we have been asked to undertake part-way through the year. In terms of how this will look next year, we have certainly taken into consideration the points that have been made by you and Mr. Johnston, in terms of structuring the estimates and providing the information, so that

it is clearly understandable what items come under which vote.

Mr. Jackson: Could you indicate a large program which you were advised of since the throne speech of this spring, at which point you were establishing your estimates? We knew about Transitions; it was mentioned almost a year ago. Most of the initiatives of your ministry were clarified during the course of the summer, surely. I accept your comments, but I am searching for some major program initiatives which you did not know about at the time of the throne speech and prior to assembling your estimates presentation.

Ms. Carr: A number of initiatives were announced this summer. As you know, when an initiative is announced, there may be some global allocations mentioned, but in terms of how they will be broken down, the various discrete amounts that will be used for administration vis-à-vis transfer payments or whatever are not usually worked out until part-way through the year when their estimates are more fully developed.

Mr. Jackson: So you cannot give me any specific program?

Mr. McClelland: I have a supplementary, if Mr. Jackson will give me the floor for a moment.

I am just throwing this out as an example. Are we looking at some of these supplementaries in terms of the breakdown of the technicians' and technologists' training programs that were announced, the enhancement of Futures and so on? I have another question that I hope will pick up on that, if I can backtrack for a moment—two questions, if I may.

1600

Your staff talked in terms of a 160 per cent increase. In terms of the service area, I want to bring it back to a comment from one of the committee members, Mr. Jackson. Earlier he said that this ministry program is not looked at in cold isolation. I think those were his words. In terms of that policy development and research, I would like to know what we are doing to have an integrated, holistic approach to co-ordinate with our colleagues in the Ministry of Community and Social Services. We talked about moving out of a welfare cycle. Under number one, the minister or whoever could touch on the new programs, the technologists' programs and the enhancement of Futures, and under number two, on our co-ordinating efforts across interministry functions within the increase in service allocations.

Hon. Mr. Curling: I presume I could answer in part, because for some of the new programs that were announced, there are supplementary estimates that will be coming, which have not been put together yet, and you can correct me if I am wrong here. We are dealing with most of the programs that were in place.

I think the question Mr. Jackson was asking was if we can anticipate the new programs that came in afterwards. He wants to know what type of figure that is. It would be difficult to give a figure to right now. That is what I understand that to be. As to the new programs, Transitions was one that came in; the technologists and technicians came in. To give a figure on that would be extremely difficult now. I think that is the question he was asking.

Mr. McClelland: If I could put it another way, are we looking at taking these out of existing allocations of funds and proposed supplementaries or are we looking to the development of new programs? Will they be additional?

Hon. Mr. Curling: I will ask the deputy to respond to that.

Mr. McClelland: I am just trying to get a handle on whether we are looking at an add-on to an add-on or whether we are looking at that incorporated.

Ms. Carr: You are largely looking at an add-on for something like technologists and technicians, which will be paying for the training. You will see those in supplementary estimates.

The ministry itself has been developing over a period of a little over two and a half years. One of the things that happens when you have been given a number of responsibilities by pulling together programs that have been run under other ministries is that you still have to establish a base of support services, research and development funds and so on in order to operate the ministry on the whole. Although there have been new programs like technologists and technicians, new apprenticeship initiatives and so on—and those dollars can be identified quite discretely in supplementary estimates—the base of the ministry to support the ongoing activities, parts of which are in ministry administration and include elements like policy and research, communications and so on, has to be reflected here.

The issue Mr. Jackson was addressing is related to building and pulling together those functions to enable the ministry to operate corporately, if I can describe it that way, in terms of research and development functions, commun-

ications functions and the other support functions of ministry administration.

Mr. McClelland: If I can paraphrase for my own simplistic approach to it, we are looking at a lot of foundational funding now for program development and implementation.

Mr. Chairman: Any more questions about that?

Mr. Jackson: I am still not getting an answer as to which are major new program initiatives. Transitions was referred to, but Transitions was announced in the throne speech prior to the estimates. When I checked with your ministry, it was most forthcoming. We have maybe \$800,000 going to older workers in Ontario, and almost \$1 million has been spent on administration. So I can see that we have \$1 million in here.

So that my colleague Mr. McClelland understands it, my point is that you knew that and yet we still have this sizeable increase. If you do not have any new programs, then it leaves one to suspect that we have a ministry that may be growing beyond its program mandate.

That is part of what our responsibility is, to ensure that these funds are being spent to help build the programs. We know Transitions will not help many people in its first year. We know there are a lot of administrative upfront costs. My question was, how come we did not know about it when it was announced prior to the establishment?

I will leave the question because the point has been made. I hope, since we are calling upon the deputy minister to manage the portfolio, that we are not faced with this same issue a year from now, where we have 160 per cent overexpenditure, which is a serious matter. I am sure Mr. McClelland will agree with me that it is a matter that certainly should not escape any political party's concern.

Mr. Tatham: Basically, my question runs along the same lines. We are establishing a base. Does the minister feel this will be about where it is going to be for the next few years, or will he have to expand it to a larger base with more money involved?

Hon. Mr. Curling: I am sorry; I did not get the question.

Mr. Tatham: In other words, you are going up to \$13,775,000. Will that go up again next year, do you think? Do you have an idea?

Hon. Mr. Curling: I will ask the deputy to expand on this. As I have been trying to say, we do not know, because as the ministry grows—and we think it will grow—and new programs come

in, it is hard to anticipate what the cost will be. I think it will grow. Again, that is in anticipation of what new programs will come.

Mr. Tatham: How much money is being spent on research? Have you broken it down at all?

Hon. Mr. Curling: I do not know if that has been broken down right now, or if I can get an answer from my staff. Mr. Kidd, I am not quite sure whether you will be able to answer. How much has been spent on research?

Mr. Kidd: Of those additional moneys, \$1 million approximately is for research. I should explain that that money was not built into the original base of the ministry. In fact, if you look at the papers in front of you, you will see that the changes that have occurred from 1985-86 through 1987-88 are very minimal and are below the cost of living. For these two years, no additional moneys have been provided in the estimates framework for the infrastructure of the ministry, including research.

If you look at last year's figures, our actual expenditure last year was \$7.8 million, and our estimates were \$5.1 million. So last year, even though we were in an establishment phase, we spent more than is shown in these estimates. The majority of these additional funds are for establishing the ministry and for startup costs.

For example, the additional moneys for salaries and wages would include additional funds for desks and chairs for these people, which therefore have to be included in the estimates.

Mr. Jackson: I suppose supplies and equipment are not there?

Mr. Kidd: Supplies and equipment, but that is a major part of that.

Mr. Campbell: I guess my concern was with the comment of the minister, "We expect the ministry to grow." When you are saying that, you must have access to some research that suggests a reason for that statement. I am wondering whether it is through the labour market research group which comes on later or through another set of research. Perhaps you or the deputy could answer that.

Hon. Mr. Curling: May I just make a little comment first?

What I am getting at is how to understand the figures. As we look on page 15 at 1987-88, we see an estimate of \$5.1 million. As Mr. Kidd showed, we estimated \$8.8 million for 1986-87, but we actually spent \$7.8 million. Now we must find out when the estimate process starts and

what figures we are looking at. Then we talk about supplementary estimates, where we are going to get additional money to carry on the works of the ministry. Further, one is asking what is the ultimate amount of money that will be spent in regard to this category.

Maybe to get that into perspective, someone could say when this estimate process starts, so that we get a better picture of it all. I do not know whether Mr. Kidd could state that and we could get a better explanation here.

1610

Mr. Chairman: Pardon me, if I may. This is a snapshot of a time cycle, and what we need to know is what exactly that snapshot represents in a developing field. Right?

Hon. Mr. Curling: Yes, and that is why Mr. Jackson has a question about how much more is expected.

Mr. Kidd: If you look at the figure of \$5.15 million, it is a snapshot picture as of April 1, 1985. That is when the ministry was formed. Then the estimates are prepared in the fall of each year. Mr. Jackson says they are approved in April; the process is ongoing at the present moment. For example, for some of these moneys Mr. Jackson mentioned, although he was looking for a program this year, a lot of it is attributable to Ontario's Training Strategy, which was announced last fall but was not in time to be included in the estimates for 1987-88 and, of course, is included in the additional moneys we are requesting.

The cycle for the preparation of the estimates starts long in advance of the actual tabling of the estimates in the House and the Treasurer's budget, because the Treasurer has to finalize some figures to present his budget and the estimates are tabled shortly after the budget. But these figures are finalized long before the start of the April 1 date for the new fiscal year.

These figures represent some time last summer, but this figure for the administrative base goes back further because things were not finalized. The administrative structure for the ministry did not receive final Management Board approval until very late last fall, and since it had not received official approval for a number of positions, this figure could not be included in the estimates at that time. It has now been approved, and we hope Management Board will present the figures in the light that we are trying to ascertain that they are in just now for next year, the 1988-89 estimates.

Hon. Mr. Curling: Hence, we are preparing a \$3.6-million decrease on a short-term time

frame. To 1986, it was showing \$8.8 million. It is more or less unfair to say that there is a decrease of \$3.6 million over the year.

Mr. Chairman: It is sort of like looking at two moving targets.

Mr. Campbell: The moving target is moving again.

I just want to make sure I understand this situation and I thought I did. Dealing with the specific question I asked, perhaps the minister was speaking retroactively; that is, because these figures are somewhat dated in the process of a calendar year, not a fiscal year, that figure that he had mentioned and he had made the statement about growing has in fact occurred because these figures are dated. Is that what you are saying, Mr. Kidd?

Mr. Kidd: I think that is part of what was in them and a large part of what we are saying. I think what the minister is also saying is that this ministry is receiving and growing rapidly in the development of new programs. As new programs are undertaken and new initiatives are announced, then further growth will occur. You are correct in saying that the major part of the growth has occurred but is not reflected in these figures.

Mr. Campbell: OK. That is what I was after, just really to clarify what position we are in. I think it is fair to say you are saying you have reached a plateau, that your major growth has occurred to this point and therefore these figures are somewhat skewed by the fact that this has already occurred. Thank you, Mr. Kidd.

Mr. Jackson: Mr. Johnston's and my point clearly was that it has been the practice to submit supplementary estimates, which is a series of documents that would have tabled in a public and open fashion the real costs to date that have gone forward to Management Board of Cabinet. They were not forthcoming; they had to be asked for. That was why the committee requested them, so that we would be able to have the benefit of looking at them. It is usually the fashion and for some reason it has been stopped in the last year or so, but we hope we would get supplementary estimates because that would be clearer. We would know exactly what amounts we were talking about, that there has been such a larger increase in administrative costs, salaries and services and so on.

Hon. Mr. Curling: Let me just comment on that, because I do not want anyone to go away with the impression that we were trying to hide any information here.

Mr. Jackson: No, I did not say that. I said you could present supplementary estimates if you wanted to but you did not.

Hon. Mr. Curling: But the House was not in session at the time. You talked about submitting it now.

Mr. Jackson: We opened on November 3, I understand. You knew estimates were happening. You could have said, "Here are the more accurate figures," so that, as a committee, we would not have to go through this inquiry. You could have just simply said, "Here are the figures on where we are spending now," and it would have been very helpful. That is all I was stating.

Hon. Mr. Curling: They have to be gazetted by December 12 and there are others that are going to Management Board now for approval, which we would not submit until they have passed through the process of Management Board. I just wanted to put that on the record.

Mr. Chairman: Anything else on the services area?

Mr. Allen: Not specifically services but the whole discussion we are into with regard to increase in administration, and services is obviously part of that.

I think the point my colleague Mr. Jackson is making is that one wants to see what the increase relates to. As I look through the rest of the estimates tables, I see programs that are marked with decreasing amounts of dollar commitments.

I look at the fact that programs like Futures are faltering. Transitions is not really very strongly in place and is not absorbing a lot of immediate dollars, as far as I can tell. The feedback I get from the field tells me that even in Hamilton I do not think they know about it at the help centres which are supposed to be administering it. I look at your figures under skills training and there are some significant decreases there. I look at youth training and employment and there is a significant decrease there.

Should you not be tabling with us some additional documents then which tell us quite precisely what the increasing costs are related to specific programs? These ones seem to be on the downward track. Therefore, I do not understand the increase in ministry administration and, quite frankly, the discussion I have listened to does not tell me anything very specific about that. That is personally where I am having trouble with this whole discussion.

Hon. Mr. Curling: You raise a very good point, which was raised by Mr. Jackson and Mr.

Johnston, about the perception of the dollar. I dealt with that on Tuesday.

Mr. Allen: You said perception is in the eyes of the beholder, I gather.

Hon. Mr. Curling: You could have seen that there was a cutback on the spending, and we dealt with all of that. We went into great detail about that. Mr. Jackson was quite concerned about that.

Mr. Jackson: About the figures, I might add.

Hon. Mr. Curling: He is quite comfortable now, I know, with the explanation.

Mr. Tatham: You talk about adding new programs. Do you ever drop any old programs?

Mr. Jackson: Anything the Tories brought in.

Hon. Mr. Curling: We have adjusted programs, We have improved upon programs, we have enhanced programs.

Mr. Jackson: You dropped the only good programs we had.

Mr. Tatham: You check them often to see if they are working or not and then move them around. Is that the idea?

Hon. Mr. Curling: Yes.

Mr. Chairman: It seems the date of the preparation of the estimates was particularly inappropriate in the case of this ministry, given the way it was developing. It seems to me that is part of the problem we are facing here.

Is there anything else on services? Can we move to supplies and equipment? I would actually like to move to item 2, if we possibly could, again with some sense of covering the material.

Mr. Jackson: I did not want to interrupt the minister. He was bringing forward the answers that staff had prepared in response to our questions in this panel, in both parts of vote 3301.

Hon. Mr. Curling: I think we have answered all the questions that were raised under this.

Mr. Jackson: Then I have a further question. I understand your ministry has undertaken a study of the Canada-Ontario training agreement. Are the costs for that study in this panel? If they are, what are they?

Let Hansard record that the deputy minister is nodding in an agreeable fashion. So they are in this panel. Could you isolate for me, please, the costs for that research program?

Hon. Mr. Curling: I gather we do not have the details right now, Mr. Jackson. We can always get it to you.

1620

Mr. Jackson: I understand it was commissioned on September 10, and your report is due in 20 days. So you have commissioned that. Do you know the approximate costs of doing the report?

Hon. Mr. Curling: This is Helmut Zisser, who is the general manager of the federal-provincial relations group. Did you get the question, Helmut?

Mr. Zisser: We are undertaking four studies as part of the second-year review of the Canada-Ontario agreement on training. We do not have the specific dollar amounts of those studies with us right now.

Mr. Jackson: Were they private contracts?

Mr. Zisser: There were contracts tendered.

Mr. Jackson: If there are tendered contracts, how can you not know what you tendered the contracts for? Is there a new type of tendering going on?

Mr. Zisser: I just do not have the dollar figures in front of me.

Ms. Carr: The process is that estimates of the costs are submitted, and expenses are allowed in the estimates. When they submit their final bill, then we know the final cost. We do not have those, because the studies have not yet been completed. Some of these involve interviews, travel and so on; so we cannot give you the detailed cost.

Mr. Jackson: There is a base contract and then there is a rider for extraneous expenses.

Ms. Carr: For operational expenses.

Mr. Jackson: You are unable to advise in any way what the base contract is. Somebody did not get the contract and somebody did get the contract, presumably. Are these contracts in excess of \$30,000?

Ms. Carr: We can provide you with the details. We do not happen to have them with us today.

Mr. Jackson: That is really all I was asking and I appreciate that. Can you please quickly advise us what is the specific topic you are covering in the research?

Mr. Zisser: As I mentioned, there are four projects. One of the projects is a study of the outcomes and characteristics of the participants in the various funding mechanisms under the Canada-Ontario agreement. What we are looking at in this study is the characteristics of those trainees who are taking part in the direct purchase as opposed to the trainees who are taking part in

the various kinds of indirect purchase arrangements.

There is a second study, which is looking at the experiences of the colleges and the community industrial training committees in implementing these new arrangements.

There is a third study, which is looking at the administrative records to determine the extent to which the activity is actually occurring and the payments are being made by Canada as part of these arrangements.

Mr. Jackson: You are doing very well. You have notes. I am impressed.

Mr. Zisser: As part of the second-year review, we have also included an additional study called for within the agreement, which is to look at the training services that are being provided and the arrangements whereby those training services are provided by Ontario to the federal government. These would be services of attesting to the quality of training plans and monitoring the training that Canada purchases.

Mr. Jackson: Which institution is doing that last one?

Mr. Zisser: I cannot think of the name of the organization, but we can supply that.

Mr. Jackson: Which community college or institution are you dealing with? Do you know of any of the four? The studies are based at a specific location.

Mr. Zisser: No. In this case, the study—

Mr. Jackson: That is a global one?

Mr. Zisser: —is not a study of colleges at all, because colleges are not providing the services of attesting and monitoring the training. The services are being provided by Ontario skills development offices, because this is a contractual arrangement between the federal government and the province.

Mr. Jackson: I understand that, but some of the delivery mechanisms are through a community college; so we are tracking the experience of the students and applicants. This is not Ontario-wide; these are specifically targeted studies. That was my understanding. I just wanted to know the location of the studies.

Mr. Zisser: The studies in all cases are province-wide. In the methodology of some of the studies, they have selected a subset of colleges to look at, but in the case of the training services review, we are looking at all of the training plans province-wide.

Mr. Jackson: Thank you very much.

Mr. Chairman: Any more questions to this section? Can I ask the committee if we can move to item 2? If I may ask something, I wonder if the minister or someone else could comment generally. It seems to me there must be enormous co-operation between you and the federal government in this area of training, retraining and so on. From time to time, I am still getting inquiries from people who have been on one form of assistance or another and who have embarked on a training program and have lost the assistance that they were receiving. Do you know of examples of that? It does not seem to occur in every case. There seem to be some individuals where that happens.

Mr. Jackson: On a point of clarification: Training assistance or income assistance?

Mr. Chairman: People who are receiving income assistance and go on a training program and lose the income assistance. In many cases they do not, but there clearly are some still where it occurs.

Hon. Mr. Curling: We get a tremendous amount of co-operation with the training from the federal government. We have a pretty good relationship. At times we disagree on certain approaches, of course, like any other bodies. You are asking specifically whether there is any loss of benefit because one is participating in an Ontario program.

We have some concerns with regard to the Transitions program. We give a \$5,000 voucher to people over 45 who have lost their jobs through economic reasons or have had a business that failed and want some retraining. That is a voucher that is given to be cashed in attending training institutions or wherever they go to be retrained. We have had an understanding with the federal government. Mr. Jackson has raised this point from time to time about some people who have run into some difficulties of interpretation by certain counsellors within manpower and immigration groups over their UI benefits.

That is the only one I can cite now, but my staff may be able to. I have not had a lot of cases in my short time. That is the only one lately where I have seen some difficulties encountered through interpretation by individual counsellors. Different ones have interpreted it differently.

Mr. Chairman: Perhaps that is the one I have heard of. It seems to me it was sort of a situation of falling between stools.

Mr. Jackson: If I could go back to the process to be helpful to the chair, could we hear from the minister the questions that he has come prepared

to respond to and to circulate in this panel and then we can commence with new questions?

Hon. Mr. Curling: Yes, okay. Again, Mr. Jackson, let me apologize too, that you may want copies of these in response and—

1630

Mr. Jackson: Yes, I would be pleased to receive those in that form.

Hon. Mr. Curling: I cannot recall who asked these questions, but again, my staff know. There was one that was asked on how we would identify the new trades. We identify new trades through consultative processes at community and provincial levels, and we have five different areas with which we have consultation.

Some with which you are quite familiar are the community industrial training committees, called the CITCs; industrial associations; labour unions; provincial advisory committees, and local apprenticeship committees. So that is the manner in which we will be identifying new trades.

Mr. Jackson: Who raised that question, Richard Johnston? I think the new trades are under this vote. That is what I thought. All right.

Hon. Mr. Curling: Then they asked who provides apprenticeship training in large or small companies. Companies of all sizes provide apprenticeship training, from very small ones, one-person or two-person shops, to very large corporations, such as General Motors.

I think it was asked what kind of statistics we collect. We do not collect statistics on the size of companies that really train. That was asked, too.

Mr. Jackson: You do or you do not?

Hon. Mr. Curling: We do not.

Mr. Jackson: Can I interject by way of a question? The reason this question was raised is because we have been advised that there is an increased shift towards very large companies, in terms of apprenticeship, and a resultant decrease in small companies. One might even ask if the Ontario skills advisory committee, the Ontario Training Corp., may have a very strong representation from large corporations.

I may be speculating that there is some correlation there, but, needless to say, I think we should be tracking that. I would hope that the minister, now that has been brought to his attention, might consider making sure that our small operators, our small businesses, are getting their fair share of apprenticeship experiences. The result in some of the programs, where we go in and we subsidize the wage of the trainer under another one of your programs, is that certainly

the large corporations have a greater capacity to do that and, to a lesser degree, the small corporations do not get the benefit of certain training activities and initiatives because of their size.

That is why Mr. Johnston and I both requested this, that we be monitoring that, so that we can ensure that there is that type of equity within corporations, and access for women and men in Ontario.

Hon. Mr. Curling: It is a concern that we have, too; it is an issue that we take into consideration. We have not had any change in the ratio of people running to smaller companies. It is something that we should be mindful of.

Mr. Chairman: Is there another question to answer there, or would you like to—

Hon. Mr. Curling: Yes, I think this was Mr. Jackson's question. He asked what transition material was distributed and to whom, and when these were distributed. You are speaking in respect of the Transitions program. That program was announced on August 4, 1987.

Mr. Jackson: No, it was announced first in the budget, as you recall, and then it was announced on August 4.

Hon. Mr. Curling: In response to this announcement we sent applications and brochures to the respective places. Maybe we could table this for you, rather than reel them all off to you.

Are you saying "No"?

Mr. Jackson: Table, please.

Hon. Mr. Curling: I am going to get some copies made and pass them around, because then we can talk about the different places where they were sent. This is a sample for the records. We have 22 apprenticeship field offices from which we sent out mail; employment adjustment branches; trade and industrial administrative offices—14 of those offices were used; municipal social services associations; private vocational schools—203 of those; and registrars of colleges of applied arts and technology—22 of those. We sent them to all presidents of universities.

One of your comments was that the University of Toronto had not heard about that. At that time I made an investigation because I was pretty concerned about that. I gather too that we even have a Transitions person registered at the University of Toronto, so I was quite surprised that U of T did not know about this program. I would like to know whom you had contacted—not that I am asking who the individual was who responded to you on the phone or in writing, but I

am asking if they are quite knowledgeable about it. Maybe it was the wrong department you contacted, or someone, just at that day, who did not know about the program. It would be helpful to us, because we do send out to all the presidents and registrars in the universities.

Mr. Jackson: These were not program brochures, but applications? I think that was my specific question. They were applications that were sent out, is that correct? "Program information" we understood. But was it an actual application, where an older unemployed worker could walk in and ask: "Where do I apply?"

Hon. Mr. Curling: You see, I said "applications and/or brochures."

Mr. Jackson: "And/or."

Hon. Mr. Curling: So I think the application was the first and/or brochures were sent.

Mr. Allen: Who locally administers the program and where do people go to learn about it and get those applications?

Hon. Mr. Curling: Yes, I will ask the deputy to respond to that.

Ms. Carr: In the Transitions program we have been assisted by a variety of organizations in terms of making the information known to people. Where there is a specific plant closure situation, the Ministry of Labour plant closure branch is in touch with that particular plant and then we assist them in making that contact.

In more general cases, dealing with individual businesses or whatever, there are a wide variety of organizations that are involved in distributing material—help centres, for example, Canada employment centres across the province and a number of others. It is also available through colleges and universities and educational institutions.

Since the program was announced at the beginning of August, it has been a matter of getting the information out to people, and staff of the ministry have been involved in going around the province. It is not simply a matter of sending this material in the mail. It is a matter of making them aware of how it can be used, what the benefits are, how to link up with the program and so on. So we have been holding a number of briefing sessions with the staff of Canada employment centres, help centres and other organizations that are in that business.

Mr. Allen: When you lay those responsibilities on some of those other organizations, do you provide any quid pro quo in terms of increased funding for their administrative costs and their capacity to handle?

Ms. Carr: We have not offered Canada employment centres any additional funding, but—

Mr. Allen: The federal government will look after that. The help centres are underfunded, in any case, and have a very difficult time meeting their own responsibilities.

Ms. Carr: Generally the role that these organizations play is information referral. This is one of a number of resources that they can refer laid off or unemployed people to, so they do not actually administer the program; our own staff do in the ministry. They simply make people aware that this is one of a number of options that they can pursue. They can give them a brochure and then they contact us. We have a hotline staffed so that they can contact us and get the follow-up information and program details from the staff of the ministry.

Mr. Allen: Is this the time, Mr. Chairman, to ask what the ministry plans to do with respect to the 25-to-45-year-old group? We have had plant closures in which we have 7,000 to 8,000 complete layoffs, either partial or full plant closures in each of the last two years. Inevitably, a substantial portion of those workforces are going to be between the ages of 25 and 45. There is no formal program that I am aware of in the ministry. Is there one being designed, and if so, what are its characteristics and proportions?

1640

Mr. Chairman: If you could take that question, Minister, then we could proceed to the written responses so that we can get through them, because in a sense it is yesterday's business. Would you care to respond to that now?

Hon. Mr. Curling: The Transitions program addresses those 45 and over. Mr. Allen is talking about those in the 24-and-over group being laid off and not being addressed.

I feel I can only respond by saying that when we look at the statistics about people who have been laid off or are out of jobs, the people who have been affected mostly—I think it is over 14 weeks, those who have stayed unemployed longer than anyone else—are those 45 and over. We have found that within the age group between 24 and 45 they seem to be able to get themselves a job again.

There are other programs that will assist them. I could ask the staff to expand more on that. We have given incentive funds to things like Ontario Skills to assist these workers, but for a specific program such as you asked about that looked at

that to address it directly, I could not respond to that in detail.

Mr. Allen: The unemployment rate obviously has not been as critical as the youth unemployment group, and certainly in terms of their work futures impact it is not as critical as for those over 45, that is certainly true; but as a distinct group with distinct problems, even though they may be fewer in numbers and have greater prospects of employment, especially in a recovering economy, none the less there is a group of people out there in that category. I just wondered whether there is not some sense in the ministry tailoring something to respond specifically to their needs, since they are somewhat distinct but none the less they are there.

Hon. Mr. Curling: As I said, programs that we have in place at Skills are able to assist those who are in the age group you are talking about. We do not find them as critical as those 45 and over. There are programs to assist those we find would need some basic skills in order to be retrained. We have the basic Ontario Skills with a literacy component in it to assist them for other retraining programs, but we have not, as I say, targeted that group with a special program like the Transitions program.

Mr. Chairman: I know there is a question, but might I suggest, Minister, you could go through the responses that Cam asked for and we could keep to those. Then we can proceed to the material we have.

Hon. Mr. Curling: There is a request that Mr. Allen is raising that Mr. Jackson raised too. I think you barely scanned over it a bit about health centres. On Tuesday, I think, the question was asked—maybe Monday—about how many health centres have opened and closed since the initiation of the program in 1985. In my comments, I will try to address some of the concerns.

You know that the ministry itself funds eligible centres at 50 per cent of their direct operating costs to a maximum of \$75,000 per year. The balance of funding, as you are quite aware, must be raised from within the community. The program does not provide capital funding.

Since the program's initiation in 1985, 20 centres have opened and only five centres have closed. In 1985-86, nine centres were in operation. In 1986-87, originally 19 centres were operational. However, by the end of the fiscal year, four centres had closed. In 1987-88, 16 centres were operational and only 15 are

currently in operation. That is just in response to that question Mr. Jackson had asked.

Mr. Jackson: I also asked about the status of the Oakville 50 Plus centre. I understand all three employees have filed for unemployment insurance. They have been severed. The phones have been removed. Is that one of the 15 or is it now 14? In fairness to you, sir, that was done on Monday of this week.

Hon. Mr. Curling: December 4, I think it was.

Mr. Jackson: I talked to the former manager at noon today. He was out looking for a job, poor man.

Hon. Mr. Curling: That is one of the 16. You asked about the status. The Oakville 50 Plus employment centre, as you know, was unable to obtain financial support from the community to meet its operational commitment for the balance of the fiscal year. We had come through with our commitment. If my memory bears up with me a bit, I think it was \$52,000, somewhere in that vicinity. We forwarded \$40,000 to that group. Contrary to what was published, that we were closing it down, it was a decision by the organization itself to close the help centre because it was unable to get community support.

Mr. Jackson: By way of clarification, my reference was that you had the funds and the capacity to change the guidelines in order to keep it open. That was what I indicated that I had appealed to you to consider. I am currently on the board of directors of a help centre, so I know the funding formula. I have helped raise the money. I know we have an obligation. I think if you were forthcoming, you would indicate that you are examining this very point. I complimented you for examining it.

I further went on to suggest that you be sensitive enough to the Oakville situation, given that you, by your own admission, were reviewing the very funding formula which had put this help centre in a position to cease its operation. On the one hand, I complimented you for recognizing that with a loss rate of 25 per cent for help centres in Ontario, maybe we should be looking at modifying our guidelines so that we can help them to stay open. They are achieving a very admirable success rate in terms of placement, at least the ones I have talked to. That is what I was appealing to you for, to be specific.

Hon. Mr. Curling: It did not fall on deaf ears at all.

Mr. Jackson: I know that. I appreciated your listening.

Hon. Mr. Curling: It is not the only help centre that I find is in trouble. I think we have to look at the mandate of the help centres, because it is not for my ministry to keep Oakville alive in its entirety. It serves other purposes. It serves a very useful purpose for counselling in regard to helping people who are unemployed. However, we have to look at it. If I change the funding process, I will then have to look at all the help centres, because I do not think that is the only one having that problem.

There is one in Sault Ste. Marie that is having difficulty. Many of those groups need help to widen their community base, and my ministry will be happy to assist them.

Mr. Jackson: You are doing that. I gave you credit for that. You have project officers. One of the project officers obviously was not that helpful in giving this Oakville group sufficient guidance in monitoring it. We just finished the discussion on the huge increase in administration, supply and service. The rationale was that we are building a system.

Now, if we are going to concentrate so much of our administrative support services, which is what you described to me in major increase terms, then I am now identifying cases—and Mr. Allen came prepared to identify other cases—where we want to see evidence that the support group is being effective in helping these groups to ensure that those events do not occur. That is really the sum and substance of my point.

Are you, in fact, undertaking a review of the very point? I am sorry to ask you to put it on record. It was a private conversation. I apologize for referring to it.

1650

Hon. Mr. Curling: That is fine. I have nothing to hide, really. I have to be careful not to be ad hoc in my approach to these things. As a matter of fact, if we look at the specific case—

Mr. Jackson: Does that mean you don't want any questioning about it?

Hon. Mr. Curling: No, just look at the specific case. As I said, it was \$52,000 that was supposed to flow to that group in the year, and we had sent, I think, \$42,000 or \$40,000. He is prepared, as a matter of fact, to send the other \$10,000, so we are even ahead of ourselves by doing that. As I said, they are still unable to get community support. That is the sort of narrow response to the question.

The wider part, as I said, is to look at the help centres and to see that they do not disappear, whether or not we get the co-operation—and I

think we will—of all the other ministries that also derive good service from those centres, like the Ministry of Community and Social Services. It depends. In the north, of course, we have those who handle native affairs and who would assist in making sure that those centres do not come down. I can do my part. I am prepared, of course, and I have done so in speaking to my other colleagues about the concern that I have.

Mr. Allen: Mr. Chairman?

Mr. Chairman: Is it directly related to that?

Mr. Allen: It is directly related to that help-centre question, and it is partly a funding and partly a structural question.

Even the more vigorous and healthy help centres, like the Hamilton one or the Windsor one, really do have a lot of difficulty surviving under a 50 per cent self-support regime. It does require a lot of disbursal of their own resources, their own energies and so on to engage in that level of local fund-raising, and I submit to you that if you have an institution that is trying to deal with unemployment, you have an institution that is trying to respond to a community to some degree in crisis economically. It is counterproductive, surely, to put that kind of institution on the basis where so much of the fund-raising has to be done in the community that is having trouble. It just does not figure.

Secondly, if you look at the degree of institutionalization that you have built around, say, the Futures program and contrast that with the institutionalization you have put around the Transitions program, which seems to have gone out to all sorts of odds and ends of people—and it is not exactly clear that there is much of a structure out there really to handle it per se—one wonders about the contrasts and why the older worker really is not treated with a much more substantial ministry initiative to respond to his concerns.

I will just allude also to the fact that at another funding level, as I understand it, as contrasted with transfers for the Futures program—transfers for people with developmental problems, for example, where you are into 80-20 funding relationships—this one seems to be 50-50, and again that seems to be a discrepancy that discriminates against the older worker.

I wonder if there should not be: (a) a drastically revised funding arrangement and (b) a much clearer structure developed for the delivery of something that you call Transitions, because some of these agencies are not even getting any sense that anybody at all in the community whom

they are in touch with is even on the Transitions program.

Hon. Mr. Curling: When these centres were established, it came about with strong community support, and that is how the provincial government got involved in giving it a 50 per cent match.

Mr. Allen: Because there was no provincial counterpart, no provincial agency that was dealing with that problem.

Hon. Mr. Curling: Yes, but I think from the initial start, that is the way the program was developed. Some of the support that was very strong there was from the labour councils, and the labour unions were supporting most of these help centres. I can recall about two or maybe more that have pulled away that support and have left the help centres in a situation to seek other community support and, as I said, some of the help centres are rather narrow in the way in which they handle community support, narrow in the sense that they seek only one or two sources of support when they could have got more from the community.

I think you are saying now that we have to look at it and review it. I am saying that maybe we should, and I will look at the structure to see what sort of service it provides in its entirety. I am talking specifically for the Ministry of Skills Development; I will not speak for all my colleagues to keep it going. For the services of the Ministry of Community and Social Services, it will be wonderful; I know it serves people. But I do not have that kind of money. You are saying that the funds we have here are sometimes inadequate to approach the problems that we see outside there.

Mr. Allen: Do you have a timetable for the completion of a revised version, then, of the help centres?

Hon. Mr. Curling: The help centres were supposed to be wound down by—was it this—

Interjection.

Hon. Mr. Curling: We started a review actually, last year, and we had opened it up indefinitely—I do not know if we have put a time frame on that; it was indefinite—to take a look at it, because we saw the need that it served. I could not give you a time frame now. I do not know.

Mr. Chairman: Could we move to the next written question, if there is one?

Mr. McClelland: If we are going to go through the written questions or whatever, that is fine. If you could put me down, I have a

question. I would like to come back specifically to a line item here.

I have a comment on what Mr. Allen and Mr. Jackson said with respect to help centres. At the risk of sounding terribly parochial, the minister will be aware of—and I have had a conversation with him regarding this—a situation in a centre that shares work with my colleague in Brampton South. He said, "I find that they are often in a chicken-and-egg process." We are saying, "Develop your community support and you will get funding," and they are told at the community level, "Get some provincial support and we will give you funding."

I would just ask that you take that into consideration with some of the things that Mr. Allen and Mr. Jackson have said. I just add to this, if you will—and it may be one of those occasions where I identify myself with both parties opposite—that I think it is critical when you are caught in that chicken-and-egg process.

I know that your staff—I am not trying to be patronizing—have been very helpful, as they have in Mr. Jackson's particular concern. But I think that is a major concern that I have from a very local and albeit parochial situation, but none the less I think it is important.

Hon. Mr. Curling: The dynamics have changed, really. At one time we said if there is community support, people come forward and say: "We have this community support. Why don't you put 50 per cent matching funds to this?" We did, and when we said to a maximum of \$75,000, we did. As soon as the community support dried up—we talk about the chicken and egg now—we said: "We do not have community support. The community said they would support you if you bring the money in."

I think it is all of those things that we have to look at. Maybe the old situation has changed, and I think those are the things we are going to look at. If it serves a purpose, we should make sure that it continues to be viable and to serve the community.

Mr. Chairman: Is that it?

Mr. McClelland: There is a link. I would defer to you if we are going to respond to the questions or whatever. I have a point I would like to pick up certainly some time, if I can.

Mr. Jackson: Could I prevail upon the chair to go back to the agenda, please?

Mr. Chairman: Yes. We were following up a point. Mr. Campbell, is your point related to the discussion that we are having here?

Mr. Campbell: I think it is the philosophy of what help centres do in competition with the other programs that the community is asked to support. If you go to United Way, if you go to other social dollars that are being spent in the community, if the labour council does not see that it is opportune to support the program any more, perhaps it is one of the best ones, certainly in the community, to be able to make that decision, perhaps because the economy has improved in that area.

I know in my area, for example, it is still a difficult situation, but it is improving, probably not to the extent of Toronto. Perhaps the more effective social dollars that have to be spent in the community for a number of items if a program is not, or the time or the evolution has changed, would you agree? I think that is what the minister is trying to say. I just want to see if that is precisely what it is in this case.

Hon. Mr. Curling: Some communities may change their priorities. At that time, when the help centre was created, they saw the need to have counselling in employment, and maybe at this time, when they pull back their support, they have changed their priorities, as you say. Until you give priority to unemployment and to counselling, unemployed individuals will still be there. But again, the supporting group may find a different priority and put its money elsewhere. Those are the things we have to look at.

1700

Mr. Chairman: Could we go back, then, to the original question?

Hon. Mr. Curling: This one responds to a question. Mr. Jackson raised a rather disturbing point at one stage, saying that there was an apprenticeship form that we had which—

Mr. Jackson: I am sorry. Could you stay on Transitions—I have five questions on Transitions—just so we do not jump around a lot. Could we complete the Transitions questions, because Mr. Allen has several questions on apprenticeship. Could we just stay on Transitions and complete those?

Hon. Mr. Curling: I do not think I have—

Mr. Jackson: If you need assistance, I asked you for the specific document that your government was guided by in order to enable the Premier (Mr. Peterson) to assert on August 4 that there had been an agreement with the federal government to extend unemployment insurance benefits. That was not a promise; that was a statement on the part of the Premier when announcing the Transitions program. I had asked

the question on what the document was or what conversation you had had with the then minister. Your staff have given me the letter that you have recently written to the minister; that has been covered off. What I am looking for is the document that enabled the Premier to make the assertion that unemployment insurance benefits would be extended.

Hon. Mr. Curling: Yes, I stated that and you will get it. I have not got it today to give you all those details.

Mr. Jackson: The fourth question that I requested of you actually flows from the document you tabled about the information that has been submitted, the distinction between brochures and applications. When I was in the House I raised the question that some help centres had not received applications.

You have been most helpful to set it out in such a fashion. According to this, the help centres received the brochures; but when I called certain help centres in northern Ontario, they had not yet received their applications as late as 10 days ago. Your list only confirms that you have given them brochures. I think all members of the Legislature are interested in knowing about the universal release of applications.

Hon. Mr. Curling: What is your question?

Mr. Jackson: My question is, can you confirm that the help centres have applications, since, when I phone them, some of them tell me they have got them, others do not. I believe it was the one in Thunder Bay that indicated it was not going on the program until the spring because it did not have application forms. It had the brochures. That is confirmed by your document.

Hon. Mr. Curling: I gather that those applications were posted to the help centres. I do not think we have a help centre in Thunder Bay.

Mr. Jackson: All right, then it is—

Hon. Mr. Curling: But the broader question is that where these applications—

Mr. Jackson: I will get the information and provide it to staff.

Hon. Mr. Curling: No, I am saying that they were posted to the help centres. You were asking me at that time if they were there. I could not confirm that.

Mr. Jackson: Okay. Fair ball.

The fifth question I raised on this subject during day two was with respect to the brochures that were circulated. Do they assert that unemployment insurance benefits would be extended or are they silent on that subject?

Hon. Mr. Curling: I think I will try to address the interpretation of certain questions.

Mr. Jackson: Do you have a copy of a brochure and/or an application that you can give to the committee?

Hon. Mr. Curling: The deputy handed me two documents here, which I can circulate. You can have a copy of them.

Mr. Jackson: Thank you. What is it?

Hon. Mr. Curling: It explains the Transitions program. I will now ask the deputy to speak on this.

Ms. Carr: When the Transitions program was announced, there was a package of material that was made available. It was sent out to the various agencies and so on. It had a background piece that was with it that was based on discussions with the Department of Employment and Immigration, which referred to federal co-operation in Transitions. We have attached to that a memo that was sent from the director-general of the Ontario region to Canada employment centre managers. We can have copies of that given to you.

It says: "Within the next few days, Canada Employment and Immigration will receive copies of the Transitions press release, brochures and so on. Canada Employment and Immigration managers are asked to ensure that brochures are made available. We anticipate some workers undertaking skills training through the Transitions program will qualify for income support under the Unemployment Insurance Act, section 39, when they redeem their training credits in an approved institutional training course."

Mr. Jackson: The final question had to do with the numbers of Transitions applications received. I believe it is an Orders and Notices question as well—the number who are on training and the number you have processed.

Interjection: We have that.

Ms. Carr: Transitions? Yes.

Hon. Mr. Curling: We will find it in a minute.

Mr. Jackson: Thank you. Those were the questions I had with respect to Transitions.

Mr. Chairman: Is there anything else written?

Hon. Mr. Curling: No, nothing in that line.

Mr. Allen: Perhaps the minister can also tell us how many of the persons on Transitions are also on unemployment insurance and how many do not have that support behind them.

Hon. Mr. Curling: I could get those details. I do not have the details with me. Maybe Jim Lanthier, the director of the apprenticeship branch, will be able to respond to that.

Mr. Allen: The reason I asked the question, of course, is that—

Hon. Mr. Curling: Wrong person. Sorry.

Mr. Allen: If I am not mistaken, I think the \$5,000 attached to the Transitions individual is a transfer not of dollars but of vouchers for training.

Hon. Mr. Curling: That is right.

Mr. Allen: That simply underlines the fact that none of that support can go into personal maintenance in any sense of the word. There may be some reasons for that, as far as the training component is concerned, in keeping that distinct. But one would have to be concerned that individuals who are not supported by unemployment insurance or some alternative assistance program may well be in some difficulty accessing this program because they do not have the wherewithal to maintain the base from which to train, if I can put it that way.

Hon. Mr. Curling: You are right. If I could get back to your question here, you ask how many people are on unemployment insurance. I do not have those figures. Are those figures available? I do not think we have them. My staff are saying no, those figures are not available.

I can tell you how many applications we have received to date on the Transitions program: 855 applications, of which 63 per cent, 535, have been approved and we have some pending; 84 of those applications are still awaiting either additional information or have not been approved yet.

Mr. Jackson: Could I have those numbers again?

Hon. Mr. Curling: To date, 855 applications have been received, 535 have been approved and 84 are pending, awaiting additional information.

Mr. Jackson: Just quickly, do you have the breakdown between those who are in approved institutions and those who are in private sector experiences? The deputy just advised us that the distinction on the whole issue of unemployment insurance benefits is under the concept of what is an approved institution.

Hon. Mr. Curling: The deputy will answer.

Ms. Carr: We cannot give you a breakdown. When the minister referred to the applications which had been approved, they have up to two years to use the credit. Some of these people have

not in fact used the credit. They have not registered with any institution.

Mr. Jackson: Give me that again?

Ms. Carr: We approve their application. In other words, they qualify for the voucher.

Mr. Jackson: Right.

Ms. Carr: But they have two years to use that voucher. It is like having a credit. So even though they may have been approved to use the credit, they may not actually have registered in a course.

Mr. Campbell: Would that time line not be because of federal unemployment insurance rules or section 38 programs that they might be on or get on? Would that not be the reason for the two-year delay?

Ms. Carr: The two years is really something in terms of program design. These people may be working part-time. They may wish to take part-time training. They may have found another job, but they may wish to take the training later on.

1710

Mr. Jackson: Or go on welfare.

Mr. Campbell: Welfare is not enough.

Ms. Carr: It is to give the maximum flexibility to them.

Mr. Campbell: Not if you are on unemployment insurance.

Mr. Jackson: Then you go on welfare. Do you lose your voucher if you are employed again, or is it an open-ended voucher?

Ms. Carr: They can use the voucher for up to two years. It is open-ended in that sense.

Mr. Jackson: So I can get a job again and I can then go at night and get my schooling paid for while I am employed, if I move out of unemployment into employment.

Ms. Carr: Yes, you can. In fact, some of these people can take their voucher to a new employer and say, "I have this voucher. I would like to get on-the-job training. I would like to upgrade my skills or prepare to move into another area," and therefore qualify for another area.

Mr. Chairman: That is very interesting. Could we move on?

Mr. McClelland: I take it Mr. Allen has a number of questions. Looking at page 25, the adult and apprenticeship training program, are we in a position to move into that for a moment?

Mr. Chairman: By all means. That is the section we are in.

Mr. Allen: Did we finish salaries?

Mr. Chairman: I intend to finish the written questions. Then we will come back to Mr. Allen.

Mr. McClelland: On page 33, we have a \$23-million reduction in the moneys that flow through the province in terms of the adult and apprenticeship training program and a corresponding \$21.6-million increase in Ontario's Training Strategy.

A year or two from now, are we going to be coming back here and looking at supplementary allocations and a patchwork response to the implications of this \$23-million reduction? If not, what are we doing in the meantime to address that? There are obvious implications that are going to flow from this \$23-million reduction. What are we going to do to take care of the implications of that \$23 million?

Mr. Jackson: On a point of information: Before we get into a long discussion on a figure which we know is not accurate, could we not do as we suggested we were going to do and quickly get the updated numbers that are going to be gazetted on to this page? Then we can deal with those real numbers. We may find we have another overexpenditure instead of a deficit, which is shown here. Perhaps that could be done quickly and then we would deal with the accurate figure.

Hon. Mr. Curling: But these are the accurate figures that we are talking about at this time.

Mr. McClelland: Assuming those figures are correct, whatever the adjusted figures are, my question is directed more towards what we are going to do about that. What is the impact on the job market, the apprenticeship program in Ontario? What are the cost multiplication factors? I take it that if we are losing \$23 million federally, we are losing a lot more in terms of program moneys, because there are matching costs throughout, from industry, from provincial administrative costs and so on. Where are we picking it up? How are we going to pick it up?

Hon. Mr. Curling: We have looked that over a bit before, the cutbacks in the federal funding that we have seen. If we look at the overall strategy of Ontario's Training Strategy, we see that we have put more money in that. We have come in with a percentage increase. Ontario's Training Strategy is \$100 million. If you look across on the same page that we went through, we have the 1987-88 estimates. We are spending \$100 million on Ontario's Training Strategy.

Mr. McClelland: In one sense I am asking—and maybe you are saying this—is there a correlation to the increase of \$21.6 million to the

\$23 million, or is the \$21.6 million independent of the \$23 million? If it is the latter, what are we doing to plug that hole?

Hon. Mr. Curling: One second. I will ask the deputy minister to expand on this a bit.

Mr. Chairman: We are looking at pages 25 and 33 at the same time. It is the \$23 million on page 33 that you are comparing with this \$21.6 million on page 25. Right?

Mr. McClelland: Comparing benchmarks, is that \$21.6 million in part plugging that hole?

Ms. Carr: The Canada-Ontario training agreement from the federal government is really responsible for the \$23-million apparent drop that you see there. The increase in the Ontario Training Strategy, the \$21.6 million, is not to do the same things.

In the area of apprenticeship training, Ontario has announced its new initiatives, which will eventually increase the budget being spent in Ontario on apprenticeship up to \$25 million in the next five years from the present \$11 million.

That, however, was intended to build on and expand on the current amount of apprenticeship training that is occurring and to increase the number of apprenticeships from 40,000 to 60,000 over the next five years, bringing more women into apprenticeship and so on. It was intended to expand the model of apprenticeship training into new trades and new occupations, for that form of training is not currently occurring. That amount of money is not in these estimates at this point because it is an allocation which will be brought into the estimates of the ministry over the next five years.

Mr. McClelland: So those funds are program enhancement that you are talking about as supplementaries.

Ms. Carr: That is right.

Mr. McClelland: What is our government's response going to be to deal with the \$23 million? If we wanted to build on that, we have taken that foundation away. What does it do to the program per se? Second, with respect to the building initiatives, as you say, to expand the model and to bring more women into the program, is that in jeopardy?

Mr. Jackson: I can answer that.

Mr. Allen: Perhaps the minister and the deputy should hear all our concerns about that before they start answering any part of the questions specifically on these figures with regard to apprenticeship training.

Mr. Tatham: The federal taxpayer was not paying this \$23 million. Is that the idea?

Mr. Chairman: As I understand it, it is the thing the minister addressed in the very first part of his general presentation yesterday.

Mr. Tatham: Is that the same for every other province in Canada? Are we being treated any differently to anybody else?

Hon. Mr. Curling: No, we are not treated any differently to any of the other provinces. On the federal program, unless it has been changed, it has a different impact on different provinces or different regions of the country. The cutbacks are wide.

Mr. Tatham: Right across the board, in other words. Have they gone out of this training or are they just backing off a little bit?

Mr. Jackson: We are putting up \$11 million and the feds give us \$52 million. That is the accurate window on apprenticeship dollars at the moment.

Hon. Mr. Curling: We have direct funding and indirect funding.

Mr. Tatham: But we expected to get more. Was that the idea?

Hon. Mr. Curling: No.

Mr. Tatham: I am a little confused here.

Ms. Carr: Perhaps I can be of some assistance here. The thrust of the Canadian Jobs Strategy agreement was to take the amount of money that was flowed from the federal government to the provinces and redirect some of those funds from institutional training to noninstitutional delivery, so that money was flowed instead of just purchasing training directly in institutions. This year it will be roughly \$25 million being flowed through other organizations such as Canadian industrial training committees to purchase training.

As it turns out, much of that training is purchased from institutions such as the colleges, but it can be purchased elsewhere as well. So the money that is flowed here through this ministry is shown as a reduction, but there is money flowing for indirect purchases, as they are called, to some of these other bodies.

1720

Mr. Tatham: Are they still paying the same amount of money, or would it be more money or less money or what?

Hon. Mr. Curling: May I put it to you? There is the same money coming to the province. In general, it comes into the province. What has happened is that the \$23 million you see here has gone to indirect purchasing through the community industrial training committee or other

institutions. Therefore, it shows a reduction here on this accounting system, but the purchasing of seats, I would say, is done through other areas by the private companies and so on.

Mr. Allen: I gather there are options to purchase from private suppliers as well, for example, so that therefore it is not an exact translation into indirect institutional purchase.

Hon. Mr. Curling: Right.

Ms. Carr: Yes, that is possible. However, part of the agreement is to ensure fair access by the colleges and by educational institutions. It is our estimate, for example, that this year approximately 95 per cent of the indirect purchases will actually take place at the colleges or through the colleges.

Mr. Allen: How then does that relate to the overall loss of training dollars from the federal government, which has dropped about 50 per cent over the last three to four years, in transfers from the federal government to Ontario?

Ms. Carr: That is not represented in these particular estimates for us.

Mr. Allen: This is not part of that. This decline in funds allocated to apprenticeship training is not part of a decline of the federal dollars going into training in this province.

Mr. Chairman: I thought yesterday you were going to explain about the study. Could I ask something related to that? I understand some of these things flow through your ministry and some do not. That is fine. I have got all that. Generally speaking, has there been a decrease in support by the federal government of this area of activity in Ontario? Just for interest, has there been a decrease?

Mr. Tatham: Are we up or are we down? As property taxpayers or taxpayers, what kind of money are we getting?

Mr. Allen: It is dramatically down. We have seen the tables and we are down about 50 per cent from 1982-83 levels.

Mr. Chairman: Are we talking about the whole province?

Mr. Jackson: It depends upon which tables you are looking at.

Mr. Chairman: This ministry has tried to compensate for some of that decrease then. This was the difference in money that was mentioned yesterday.

Mr. Allen: Why do we not take, for example, an institution in my own riding, the Hamilton Industrial Training Centre? It used to be handling about 200 people on the transfer money. It has

applicants for double the 200 spaces. This year the funding is down, so it is only able to handle about 100, notwithstanding the fact that the placement rate from that program is about 97 per cent. It is the best placement rate of any program that Mohawk College sponsors. That is just an example which reflects the overall decline of training dollars that are going into the province.

Mr. Chairman: Despite the increase in training dollars from the province, there has been a decline?

Mr. Allen: I still have yet to be convinced that there is an overall effective increase in training dollars for the province when we come to that.

Mr. Chairman: I was convinced of it yesterday.

Mr. Jackson: On a point of order, Mr. Chairman: We are being lenient, given that you are a new chairman and all. I understood we had agreed that we were going to get, first of all, the revised figures given to us. No one has indicated to us if there are any or not.

Second, I was advised by you that we were going to have responses to the specific questions, which the two critics and several other members raised on line items. Now if we are now going to get into a free-for-all, I feel you should rule equally in a free-for-all environment, but if we are deviating from it, please advise us, given that we have five minutes left to complete the item.

Mr. Chairman: I understand your point. I think we are on this line; it is a line item, it is in item 2, but—by all means.

Mr. Jackson: Mr. Chairman, excuse me. What I asked you was, are we going back to the agenda? If we are, we were to receive the clarification on the numbers. You are asking the minister to respond to a line item, which we have established is not the accurate figure. Are we then going to repeat the whole discussion when we get the revised figures? I am only trying to be helpful.

Mr. Chairman: I am asking the minister to respond to that.

Mr. Jackson: He does not have the figures.

Hon. Mr. Curling: First, in your statement, Mr. Jackson, you said that the figures are inaccurate.

Mr. Jackson: I asked if they were.

Hon. Mr. Curling: I said yes, they are accurate.

Mr. Jackson: Thank you.

Mr. Allen: And up to date?

Mr. Jackson: And up to date.

Mr. Allen: As of what date?

Mr. Jackson: Are these the figures that will be published in the Gazette, that was my request for information. Your staff will be approached to provide them.

Hon. Mr. Curling: I will ask the deputy to respond to that.

Ms. Carr: The gazetted items that were referred to earlier relate to item 1, ministry administration, not this item, skills training. These figures are accurate in terms of the estimates we have been given.

Mr. Jackson: Thank you.

Hon. Mr. Curling: The chair had asked a question. There is no deduction in funding to Ontario. There is a deduction in this line because it is a redirected fund now.

Mr. Tatham: Do we have the same amount of money?

Hon. Mr. Curling: Yes; in that line, in adult apprentice training.

Mr. Tatham: Okay.

Mr. Chairman: Production safety. Richard, you have your question.

Mr. Allen: Can you break out for us the apprenticeship dollars in that second line from the adult industrial training dollars?

Hon. Mr. Curling: Mr. Allen, do you know Les Horswill? You were not here on Tuesday. He is the assistant deputy and he will explain that line to you with a breakdown.

Mr. Horswill: Yes. The federal government purchases, it seems, through the apprenticeship program, we anticipate as probably \$35.5 million this year.

Mr. Allen: Is the decrease noted principally in the adult industrial training, or is it in the apprenticeship program; the \$23 million?

Ms. Carr: The adult.

Mr. Horswill: In the adult.

Mr. Allen: On the adult side?

Mr. Horswill: Yes.

Mr. Allen: In a sense, in the Ontario Training Strategy there is, none the less, regardless of the origin of the dollars, a balancing out of those dollars in as much as we are not losing on apprenticeship training per se, but there is a shift of the other style of training, the industrial training, from one category to the other, namely, from this line into the previous line.

Mr. Horswill: There has been a net reduction in dollars flowing to the province for direct

purchases by the government of Canada for adult training. That reflects in the \$23-million reduction. As the minister was saying, there have been other purchases by the government of Canada of institutional training that have been undertaken through the CITC mechanism, as the deputy pointed out.

Mr. Allen: This takes us back a year, unfortunately prior to this estimates book. I am looking at the project report on an apprenticeship cost study that was done by social research consultants that looked at the six most active trades in training, which account for 50 per cent of the apprenticeship registrations. There is an interesting major graph early in that, which indicates that when you take those six apprenticeship groups and look at the cost of them and who bears the cost, the relationships are quite striking. The employer bears \$272 million of costs; the apprentice, \$20 million; Canada federal, \$21.5 million; and Ontario, \$5.2 million.

I assume from that that the other half, the other 50 per cent of the apprentices, would eat up an equivalent amount in Ontario, which may be about \$10.5 million to \$11 million devoted to apprenticeship training. Where does the balance of the \$35 million that Ontario expends go to, or is this \$35 million all administrative?

Mr. Horswill: That \$35 million is all seat purchases by the government of Canada.

Mr. Allen: Where is your administration of the program allocated in these estimates?

Hon. Mr. Curling: I will ask Joe Lanthier to respond to that.

1730

Mr. Lanthier: Ontario's apprenticeship expenditures involve the seat purchase of in-school training for apprentices and the—

Mr. Allen: This is all federal money, right?

Mr. Lanthier: Yes. The bulk of the province's expenditure is in the branch's operating budget, which is approximately \$11 million.

Mr. Allen: What we are saying is that at this point in time, Ontario really only spends about \$11 million of its own money on apprenticeship training. In your further projected expenditures on expanding apprenticeship, are you relying on federal dollars or is that all new Ontario money you are talking about? You said it was about \$25 million you were aiming to reach?

Ms. Carr: The basis on which Ontario planned to expand was built on putting in \$14 million more provincially over five years, but it

was also based on the federal government continuing to pay the in-school portion, the cost of purchasing those seats for apprentices to take the in-school portion of their training. That is the part we were counting on the federal government to continue paying for, as it has under the Canada-Ontario agreement up to this point.

Mr. Allen: How can that possibly continue to happen if the federal government reduces the number of regulated trades it is prepared to fund? Are you going to develop your own commitment to other regulated trades and the existing regulated trades? How is that going to play itself out?

Hon. Mr. Curling: I think Mr. Jackson raised the point that he saw a letter I had written to Mr. Bouchard about our concern about changing the manner of how we identify apprentices, changing the format to bring them under the skills shortages of the Canadian Jobs Strategy program. In my letter, I raised the concern that by doing that he would be identifying the apprenticeship programs that he thinks will be in need or have shortages. We felt that with the so-called bureaucrats identifying that, and not the people who are employers or the industry identifying that, it would disfranchise those groups with identified shortages of apprenticeships.

If the federal government identifies those programs under skills shortages—I think there is a two-year period alone in which it would fund and most of the apprenticeship programs, as you know, run for maybe two to five years—we wonder whether there would be continuous funding. The federal people have reassured us they will grant part of those too if they are outside the two-year program. In the meantime, while we are trying to expand the apprenticeship program, especially with regard to women, we feel this is working counter to where we would like to go.

Mr. Jackson: I would like a supplementary before you get away with that comment.

Mr. Allen: Let him answer. I want to hear the answer.

Hon. Mr. Curling: If we do not counter it in the sense of where it will go, some of the apprenticeship programs, again, will be disfranchised under those development criteria. We are very optimistic that our concern will be met by Mr. Bouchard. If that happens, the cutback will not take place, a cutback in the sense that the selection process will not put all the shortages away from being addressed.

Mr. Allen: In other words, in your eyes there is a major disagreement developing between the federal and provincial governments with respect to the nature of apprenticeship training and its extent. Is that what you are saying?

What I am asking you is, if that in fact develops—it is one thing to be very hopeful about Mr. Bouchard or the federal government changing its mind, not doing that or instituting some alternative form of training that is equally rigorous and helpful in supplying the skilled trades in the country; but if that in fact is not the case, and every indication is that it is moving in the direction of privatization of training and moving in a number of directions that in my view are not entirely helpful—what will the province do? Will you go ahead? Obviously, you will have to allocate a lot more money than you are planning to if you are going to address what appears to be a major emerging problem in apprenticeship training.

Hon. Mr. Curling: In St. John's when we had the federal-provincial conference, I raised my concern to Mr. Bouchard and he said it is only a proposal. As I said, I am quite optimistic in the sense that he is looking at increased training in Canada. I feel it will happen. I think he is listening. Therefore, I am quite optimistic about that.

Mr. Allen: How often I have heard that phrase about people listening, wanting to be heard.

The other side of this is the employer side. What did the deputy say, that the government was aiming at increasing the numbers of apprentices in five years by what?

Ms. Carr: By 20,000 apprentices.

Mr. Allen: In other words, about a 150 per cent increase over the present rate of training; is that right?

Ms. Carr: Approximately.

Mr. Allen: There are 40,000, roughly, in the system now.

Ms. Carr: Yes, 40,000.

Mr. Allen: Coming up regularly; and you are going to add another 50 per cent of that, so there is a 150 per cent increase.

As you know, your own projections in terms of medium-growth economies would suggest that you have to be into that even with a medium-growth economy to get a 50 per cent increase in skilled trades. Your manpower studies tell us that. If you are into high growth, you are probably into doubling at least, and perhaps even more, the number of skilled tradesmen necessary on a regular basis. Your own projections over

five years are remarkably modest against the pattern of need you are identifying.

Even if you do move ahead on that basis, how are you going to persuade the employers in the province to undertake that scale of expansion over the next five years?

Ms. Carr: There are some new trades that are going to be identified. The expansion is not going to be simply through the existing trades and occupations where apprenticeship is used now. We have a variety of means of involving the support and participation of employers through our provincial advisory committees on which employers and labour representatives sit. They assist us by identifying those areas where the trades training can work, how it would work and so on.

It might be helpful if Mr. Lanthier, the director of the apprenticeship branch, were to expand a little bit on some of the areas in which we think some of the apprenticeship programs can be put in place where they are not now occurring.

Mr. Lanthier: We are entering into and have had for some time a consultative process that will involve the provincial advisory committees, the community industrial training committees, labour associations, labour unions, employer associations and so on. As you are aware, apprenticeship has been restricted, historically, largely to the construction sector, to a more limited extent to the industrial sector and to a limited extent again to the service area. It is our intention to look at other occupational areas where apprenticeship has not been perceived in the past to be a program of training in which there has been a great deal of interest. We will be exploring a variety of options in that area.

Mr. Allen: Do you have any idea how far you will go? I understand Germany has 400 and some regulated trades; we have 67.

Mr. Lanthier: I believe they have 245. I do not think we would be moving to quite all of the occupations which are available for apprenticeship in Germany. Their program is quite extensive, as I am sure you are aware, and they involve occupations such as retail sales, supermarket clerks, real estate sales and civil servants.

Mr. Jackson: The area that I wanted to raise was based on the minister's response. I wish to put several points on the record. Before we are that quick to criticize the federal government, we must realize that it is funding at a far greater rate than we are in Ontario. As has been the historical tradition in this country, they have transferred the funds in the hope that the provinces will

implement strategies that will build a stronger provincial and national economy. When unemployment is dropping, by definition the moneys used to assist unemployed people marginally drop. That has been going on since time immemorial, and of course when unemployment increases in this province those dollars will be increased dramatically. That point should be put into perspective.

1740

The second point is that there have been some embarrassing experiences with respect to apprenticeships. Both the current government and the previous government bear some of the responsibility for that. I am sorry, minister, but when you were trying to tie these cutbacks into harming women, the fact is that this province does not have a very admirable record of ensuring that women get into apprenticeship programs and that visible minorities get into these programs.

That is why the federal government interceded. That is why the federal government said, "Before we start sending a couple of hundred million dollars down the road and giving it to you, you have to demonstrate that you are going to assist those identified and vulnerable groups." That is why, if you will go into some of your skills offices, you will see that this is included in the application, so that we can mirror a national objective.

Mr. Lanthier is here before us. On September 15, at the Metropolitan Toronto Convention Centre, you advised all of your field staff in apprenticeship delivery programs and referred to some of these changes. In fairness, you also advised your field staff that we badly need some legislation adjusted here in Ontario. We have some outdated legislation and it is restrictive. That has to be implemented. You indicated that to your support staff. We have seen no evidence of your co-operation with the federal government to help put that framework in place. They say, "We'll give you the dollars, but for God's sake, help us with developing those national strategies."

The other thing is that the government naturally is interested in making sure that we have apprenticeships that develop and contribute to the gross national product of this country. It is clear that your government has indicated it wants to radically increase the apprenticeship programs in the civil service. You are entitled to do that. You have a huge mandate to build the civil service in this province.

The national government, suffering under the debt burden of a previous government, is making

a clear statement. By Mr. Lanthier's own admission to his people, we have weaknesses in the manufacturing sectors and in some of the service sectors in this province. That is why we have to provide evidence here in this province that we are going to ensure that workers get the kinds of apprenticeship programs that contribute to the GNP. If our province starts to slip in terms of the apprenticeship programs and the development of jobs and skills training, and the imbalance goes that we are producing more civil servants than we are people contributing to the GNP, are we going to become the new Newfoundland or the new New Brunswick? That is where the federal government is challenging you to work with it.

We do not want to take all the moneys and transfer them into our community colleges and our universities because another minister is getting insufficient funds from the Treasurer (Mr. R. F. Nixon). These moneys have to get into the hands of workers to show tangible increases with skills so they can go back to being productive and to contribute to the GNP.

On the issue of women, you have a deputy minister who was chairman of the Ontario Advisory Council on the Status of Women and I think it is fair that we are all looking for major improvements because of her insights in this area. We now have a framework in place and we expect this province to co-operate and not take the occasion to take untoward snipes or to warp government strategies, especially when your own documents refer to the need for our province to improve its opportunities for women in apprenticeship trades. That is what the federal government is trying to tell you.

I am sorry, but I was incensed and exercised and moved to comment.

Hon. Mr. Curling: That is the longest supplementary question I have ever heard in my life. I know I have touched the emotions of the honourable member because he is defending the federal program. I do not think we are here either to defend or, in a sense, to criticize the program wantonly. What I am trying to do, Mr. Jackson, is to bring you the facts and some of the reaction I had from the federal minister who deals with this kind of program. I cannot understand when the members sit there and tell us that we have neglected our responsibility when we have more than doubled our funding in this sector. I think we are up from \$11 million to \$25 million in this sector. How can you disregard that? The calculation, from \$11 million to \$25 million, means more; that is not a cutback.

Mr. Jackson: Because I mentioned that fewer women and fewer natives in Ontario are getting on the program; that is how you measure your program.

Hon. Mr. Curling: When we speak about the change in the amounts in apprenticeships from 40 to 60, we are talking about moving forward. I do not know how you get a subtraction into that. I do not want to go into that because we are in estimates and he is here defending the Tory government. I feel that when we move into training in a competitive nature in this province and this country, we have to train our people to meet the changing technological world.

There is one other point; I do not want to dominate in this respect. We talk about the regulated trades that are in jeopardy, in the process of their moving. I brought to the attention of the committee that those are areas we feel do not need to be cut back but need to be expanded. I think his lecture can be done at a political meeting in defending the Conservative Party. I am just talking about a program here that is in danger, of a proposal that is put forward—it is a proposal; that is why I am optimistic—by the federal minister. He is a very sensitive man. I am sure he will. He has concerns there and so do I as a minister. Those are the points I want to make. It is a very good supplementary but it would take about 15 minutes to respond.

Mr. Chairman: Could we return then to the estimates? We are still on item 2. Could we consider moving to item 3?

Mr. Jackson: The minister could table his written responses to the questions Mr. Johnston and I raised. He has them. He can just table them. That is all we are asking.

Mr. Allen: If the minister is just working over whether he is going to table them or whether he has something to table, could I have a quick yes-or-no answer on the skills growth fund? This is \$3 million that was a federal transfer. I gather it went to programs at George Brown College. It has not been replaced either federally or, I gather, by provincial contribution. What has been the impact on George Brown College of losing that \$3 million?

Mr. Chairman: That does not sound to me as though that will be a yes or no answer.

Mr. Allen: But does he have an answer? That is what I wanted. Does he have the information? If he has it, let us get it from him. If he does not have it, we will not bother.

Hon. Mr. Curling: Yes, we will get the answers.

Mr. Chairman: Is that the answer?

Hon. Mr. Curling: No, I do not have the answer here.

Mr. Allen: But you have it?

Hon. Mr. Curling: Yes.

Mr. Allen: Thank you very much.

Mr. Chairman: Could we turn now—do you have some written responses to written questions?

Hon. Mr. Curling: We can work on some responses that we can table, but I just want to raise one response verbally. It is very important. You raised, Mr. Jackson, that there was an application form—our application form that we used—that on it, it should have data about visible minorities and women. I have to read it here. It is a carbon copy.

Mr. Jackson: I just want the—that is the list.

Hon. Mr. Curling: The apprenticeship branch does not collect that information, as you had indicated. Furthermore, it was not our form at all. The form belongs to the federal people. It is their form.

Mr. Jackson: Of course it is.

Hon. Mr. Curling: But you had raised the point that it was our form.

Mr. Jackson: No, I said it is in your office. If you check Hansard, I said the form used in your office. Minister, you must understand: You deliver the programs; they provide the money and the funds; your people fill out the forms. What is your concern, whether it is a federal or provincial form?

Hon. Mr. Curling: We do not collect that information. You even said the form is a federal form in our office. We do not collect those data.

Mr. Jackson: I was not asking you to collect it. You said you did not know that it was on a form. I simply wanted you to understand that those were targets now established for apprenticeship programs. That is all. That was the only point that was raised. I do not know what you are trying to suggest.

Hon. Mr. Curling: However, you were asking if we had those data. I said we do not collect those data. You then say that if it is on a form, it must be a federal form. I just point out to you it is a federal form and we do not collect those data.

1750

Mr. Jackson: It is a condition of getting the money, is it not?

Mr. Tatham: Have we got more people going through apprenticeship training today than we had before? Are we going to have more going through next year?

Mr. Allen: What is "before"?

Mr. Tatham: The last two or three years.

Hon. Mr. Curling: We have more in 1986-87 than we had in 1985, and 1988 will have more.

Mr. Tatham: We are progressing. Forgetting about the dollars, we have more people being trained.

Hon. Mr. Curling: Yes.

Mr. Allen: Do we now have more than we had in 1981-82 or 1980-81?

Mr. Tatham: We are progressing truly up.

Hon. Mr. Curling: I could ask Mr. Lanthier from the ministry to respond.

Mr. Lanthier: Yes, there has been a steady progressive increase in the number of active apprentices, to the extent that we now have approximately 41,500 active apprentices.

Mr. Allen: You are now higher than you were five years ago, but there was a dip in the interval to about 38,000 at one point.

Mr. Lanthier: There was a dip, yes. The low point in terms of active registered apprentices was August 1984, and that was a reflection of the recession.

Hon. Mr. Curling: I would like to say that those are all the answers I have to the questions. I do not have any more.

Mr. Jackson: There is not time to go over the ones I asked. Some are in Orders and Notices. I will insert the rest in Orders and Notices, and deal with them with the deputy minister privately.

Mr. Chairman: Would it be appropriate to move to item 3? Any questions on item 3?

Mr. Allen: Obviously, we do not have time for long answers. I will just ask the minister a question with respect to the youth ventures program. Is it possible for you to provide us with information as to who takes up that program in terms of the backgrounds of the young people in question? What do they do with them? What is the default rate on the loans? In the statistics, there appear to be a lot of repeat companies that keep on dipping into the summer Experience programs for young people. In that respect, is there any actual growth in takeup of those programs by an expanding group of companies or do we have a sector of our economy which,

during the season in question, really is living off subsidized wages on a regular basis?

Those are on the record now. If you could get back to me with the answers in some adequate form, I would appreciate it. I do not expect a full answer now.

Hon. Mr. Curling: Mr. Wolfson may wish to address some of those questions.

Mr. Allen: Let him do what can be done briefly. The rest can be handled otherwise.

Mr. Wolfson: I think I heard a couple of different questions there. I think there were questions about a number of different programs, if I understood you correctly. There was the venture capital program, the Experience program and the Ontario summer employment program.

With regard to the youth venture capital program, which is the year-round program to provide assistance to young people who establish their own businesses, there are really no repeaters on that kind of a program. It is really only one time in.

Mr. Allen: Any socioeconomic data?

Mr. Wolfson: Socioeconomic data? I do not think I could provide that. I have information on age, geographic region, educational level and things of that sort. I could tell you about them, if you have any interest in that.

Mr. Allen: Could you give us a printout on that?

Mr. Wolfson: I could provide that information at some point, if that is agreeable.

Mr. Allen: Okay, that is enough.

Mr. Jackson: Mr. Chairman, given that we have already done this section—as you may recall, we did complete it on Wednesday—could I ask a question about vote 3301, item 2?

Would the minister please tell us why \$4.2 million was transferred from consolidated revenue, and where this money is going? That is rather unusual, as you well know.

Mr. Chairman: Could you direct us to where you are looking?

Mr. Jackson: The very last page, 46. Sorry.

Hon. Mr. Curling: I am going to have to ask Frank Kidd to come up and explain that to you.

Mr. Jackson: While he is coming up, I would also like the minister to direct us to the line item that would include the funds for day care and transportation, as promised by his predecessor over a year ago?

Hon. Mr. Curling: You are talking about a specific program?

Mr. Jackson: I am talking about Mr. Sorbara's announcement. He said you are spending money. I just want to know on what programs and what line items are you spending, and how much on day care assistance and transportation support in order to allow Ontarians to obtain training.

Hon. Mr. Curling: Under Ontario's Training Strategy, there is a special support component in there. The funds would be within that line.

Mr. Jackson: Under advisement, could the deputy minister get back to us with the dollars expended this year, and in what areas in those years? That is all.

Hon. Mr. Curling: There is \$2.6 million in the special support allowance to be disbursed between 1987 and 1988.

Mr. Jackson: We do not have time.

Mr. Kidd: There is \$4.2 million allocated to this schedule II agency. The reason for the unusual setup there is that there will be an offset against moneys currently in the ministry in item 2; so there is an offset there.

Mr. Jackson: What does that mean?

Mr. Kidd: Some of that money will be embargoed in the ministry to provide it to the agencies because some of the functions that are presently in the ministry will be performed by the agency, so that when the agency is up and established, that money will be provided to the schedule II agency from the consolidated revenue fund. It will be routed through the ministry; but there is no line item in the ministry at the present moment where it can be accommodated.

Mr. Jackson: Is this the group that Dean Muncaster is in charge of? There is \$4.2 million for Mr. Muncaster's committee. That is why I would appreciate it if the deputy minister would supply some details on this. When will we have Mr. Muncaster's report?

Ms. Carr: When Mr. Sorbara announced Ontario's Training Strategy in the fall of 1986, there was about \$6 million earmarked for funding at that time for what was then called a skills training institute. Dean Muncaster's steering committee was set up to assess what the role and mandate would be. It has prepared a report with a number of recommendations, and the recommendations included establishing what they called an Ontario Training Corp., which is established as a schedule II agency. These are the funds that Mr. Kidd has mentioned, which will be against their allocation.

Mr. Jackson: Can we get a copy of Mr. Muncaster's report?

Ms. Carr: We will attempt to provide it.

Mr. Jackson: It is a public report, is it not?

Ms. Carr: There were a number of recommendations made by a steering committee. There was some work commissioned in support of the steering committee, and I think we can certainly give you that.

Vote 3301 agreed to.

Mr. Chairman: Should the committee report the estimates to the Legislature?

Agreed to.

Mr. Chairman: On behalf of the committee, I would like to thank the minister, the deputy and staff, those who participated and those who so patiently waited. I would also like to thank the clerk and his associates, those involved with Hansard, those involved with the translation and those involved with the television, wherever they are.

Hon. Mr. Curling: Could I take this opportu-

nity to thank the staff very much for the support they have given. One of the most difficult tasks is to brief a minister who is maybe six weeks into the job. I also want to commend the critics, who handled it very well. We learn so much through this process.

Mr. Jackson: You have been on the job five weeks.

Hon. Mr. Curling: Is it five weeks? I thank the critics and Mr. Allen, who joined us today, and my other colleagues for asking some very direct questions. This exercise has been very worth while. I also thank the staff around—who, as you said, we cannot see through the windows—for the tremendous work they have done.

Mr. Chairman: We meet next week in this same room after routine business in the House, and we will be considering the estimates of the office responsible for disabled persons.

The committee adjourned at 6 p.m.

CONTENTS**Thursday, December 10, 1987****Estimates, Ministry of Skills Development**

Skills development program:	S-59
Skills training	S-59
Adjournment	S-85

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Adams, Peter (Peterborough L)**Vice-Chairman:** LeBourdais, Linda (Etobicoke West L)

Allen, Richard (Hamilton West NDP)

Campbell, Sterling (Sudbury L)

Cousens, W. Donald (Markham PC)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

McClelland, Carman (Brampton North L)

McGuinty, Dalton J. (Ottawa South L)

O'Neill, Yvonne (Ottawa-Rideau L)

Tatham, Charlie (Oxford L)

Substitution:

Kozyra, Taras B. (Port Arthur L) for Mrs. O'Neill

Clerk: Carrozza, Franco**Clerk pro tem:** Manikel, Tannis**Witnesses:****From the Ministry of Skills Development:**

Curling, Hon. Alvin, Minister of Skills Development (Scarborough North L)

Carr, Glenna, Deputy Minister

Kidd, Frank, Executive Director, Finance and Administration

Zisser, Helmut, General Manager, Federal/Provincial Relations Group

Horswill, Les, Assistant Deputy Minister, Policy and Development Division

Lanthier, Jim, Director, Apprenticeship Branch

Wolfson, William G., Director, Youth Employment Services Branch





CAZON
XC12
-577

Covers
Publicati

No. S-4

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Office for Disabled Persons

First Session, 34th Parliament
Monday, December 14, 1987



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, December 14, 1987

The committee met at 3:33 p.m. in room 151.

ESTIMATES, OFFICE FOR DISABLED PERSONS

Mr. Chairman: Ladies and gentlemen, we are considering today the estimates of the Office for Disabled Persons. The Minister without Portfolio responsible for disabled persons is the member for Essex South (Mr. Mancini). We are on vote 1101, items 1, 2 and 3. I would like to introduce to those present the member for Mississauga South (Mrs. Marland) who is the critic for the Progressive Conservative Party in this area of government. Welcome, Margaret.

If there is no objection, we will begin with a statement from the minister and then we will proceed as usual to questions from the opposition, then the third party and then a response from the minister.

Mr. Allen: In terms of questions from us, I think that often in estimates it is appropriate for the critics to make statements as well as to ask questions. I certainly intend to begin my remarks with a statement which will progressively incorporate questions and then we will get into the minister's responses to them.

Hon. Mr. Mancini: I think that is very acceptable.

Mr. Chairman: That is fine. Are there any other comments or suggestions? I do not want to be seen to be starting early this week.

Mr. McGuinty: The Globe and Mail is getting to you.

Mr. Chairman: That is right. Would the minister care to begin?

Hon. Mr. Mancini: I am pleased to introduce the 1987-88 estimates of the Office for Disabled Persons and to have the opportunity to tell the committee about the many ways we work to assist disabled Ontarians to live fuller and more independent lives.

The office is not large in size, but its influence extends far indeed. Approximately 12 per cent of Ontario citizens are disabled in some way and our work has an impact on all these people, their families, friends and communities.

Before I proceed with my introduction to the Office for Disabled Persons, I would like to introduce you to the members of my staff who are

here today. They will assist me in giving this committee, I hope, a complete and comprehensive account of the office's goals, activities and finances.

My senior adviser, who is sitting to my left, is Clem Sauvé. He has held this post with the Office for Disabled Persons for two years and puts his extensive knowledge and experience of the Ontario government to good use on our behalf.

I would also like you to meet the office's three managers. Bev Alldrick—Bev, could you stand so the committee members know who you are—is the manager of policy and research. Edna Hampton is manager of communications and Stephen Little is the manager of community initiatives. Also present are my executive assistant, Anne Johnston, who has come on board recently, was alderman for approximately 13 years in the city of Toronto and is a well-known activist in the disabled community as well as other areas; Susan Kitchener, whom I hired away from the March of Dimes—welcome aboard, Susan—as well as Ron McInnes, chairman for the past three years of the Ontario Advisory Council for Disabled Persons. I believe we also have Brad Cowls here today. Brad has been working very hard helping us get ready for this particular week.

Let us begin by taking a look at the people on whose behalf we work; in other words, our client group. First, it is important to note that we follow the World Health Organization's guidelines in defining just what is meant by a disability. A disabled person does not have an illness, but rather a stabilized health condition which may or may not result in certain functional limitations.

People can be physically disabled, with impaired ability to move, to see or to hear, or they might be developmentally, psychiatrically or learning disabled or perhaps brain-injured. Some individuals have several of these disabilities.

1540

Because it is extremely important to know who your clients are, I should also mention that early in 1988 the Office for Disabled Persons will publish a document called the Statistical Profile of Disabled Persons in Ontario. It will break out and analyse the statistics from the federal government's national health and disability survey to give us an even clearer picture of all the

characteristics of those Ontarians whom we assist.

The point is that people with disabilities can encounter numerous barriers in such areas as transportation, employment, education, housing and recreation; in fact, in all aspects of daily life. It is the responsibility of all of us, particularly in government, to help break down those barriers and create a society where everyone has equal opportunities.

This approach has evolved over a number of years and began with the United Nations Declaration on the Rights of Disabled Persons in 1975, which guaranteed equal opportunities for disabled persons. In Canada, these rights were embodied in section 15 of the Canadian Charter of Rights and Freedoms.

In our province, the Ontario Human Rights Code was amended in 1986 to bring it into line with the provisions of the charter. We are currently moving the work forward to allow us to proclaim these amendments in the near future.

The UN declaration of 1981 as the International Year of Disabled Persons helped focus everyone's thinking on disability issues and gave tremendous impetus to society's responsiveness to the rights and abilities of disabled persons.

In 1986, Ontario joined the United Nations in declaring this the Decade of Disabled Persons. Premier David Peterson and my predecessor signed the proclamation, pledging Ontario's commitment to ensuring equal opportunities for disabled persons. This commitment has eight guiding principles and I will read several of the most important to show what a comprehensive commitment it is.

Crucial is the principle, "Persons with disabilities have equal rights and equal obligations in common with all citizens to participate in and contribute to community life." The need to improve public awareness is also stressed in the principle which states, "Public co-operation will be sought to promote positive action in broadening access of persons with disabilities into the life of the community."

Yes, these principles could be called rhetoric. They could be called idealistic. But the fact is that the Ontario government has used them as a framework for decisive, positive action to assist disabled persons.

In 1985, the Office for Disabled Persons was set up in its present form for two central purposes, to increase awareness of government programs for disabled persons and to encourage government responsiveness to the needs of the disabled community.

Many Ontario government ministries and agencies offer services for disabled persons ranging from recreation and educational support to attendant care and housing. But I hardly need to tell the committee that government can be large and complex and no one can take full advantage of services unless they are known.

The other key part of our work, taking the message of disabled persons to the government, is absolutely essential if the disability perspective is going to be incorporated into decision-making throughout the Ontario government. I want to talk about this task in detail shortly because it can have such an impact on government policy-making, and in turn, on the lives of disabled persons.

I have now spent the last few minutes introducing the committee to the Office for Disabled Persons: What our mandate is, how we developed and the principles we stand for. Before I get into a complete description of the activities of the office, let me first say something about my own personal commitment to the full integration of disabled persons into Ontario life.

This is my first cabinet post, after having served in the Legislature for 12 years. I am happy to know many of you very well and I am most honoured to be working towards the goal of securing equal opportunities for disabled persons. Equal opportunities: just two words perhaps, but think for a moment about the true meaning of that phrase. It refers to the right to do many things that most Ontario citizens take for granted, things like taking a bus ride, going shopping, furthering your education, joining in community recreational activities, enjoying a concert, choosing where you want to live and what work you would like to do.

You and I, and most other Ontarians, expect to do these things as a matter of course, but for many disabled persons there are still physical and attitudinal barriers to be removed before they too can live life to the fullest in this province. I am personally determined to help remove those barriers and to act as an advocate for the interests of disabled persons in cabinet and in society generally.

I want to emphasize that this will be a co-operative effort. We will be seeking consultation at all times, consultation with disabled persons and their organizations across Ontario, consultation with the members of this committee and all members of the Legislative Assembly as well as with community leaders and professionals who work with disabled persons.

No one has a monopoly on good ideas. My staff and I are listening and learning constantly to make sure we stay in touch with all points of view. This is why I have been looking forward to this opportunity today and the next few days, and I really want to thank the members of the opposition for having chosen this as one of the six ministries you have decided to bring forward on the estimates, because this helps me accomplish one of my goals, which is making sure that all the members of the Legislative Assembly fully understand the responsibilities we have to undertake at this particular office.

I was more than thrilled, I can tell you, when it was read at a certain meeting where cabinet ministers attend that this office—I cannot of course tell cabinet secrets but there was a certain meeting that took place—had been chosen. We were able to reinvigorate ourselves for about the third time in one week.

I truly hope we can have a fruitful dialogue which will assist us in moving forward on a number of important issues, but as we all know, it takes more than dialogue to really move forward on the path towards full social and economic equality for disabled persons. This is where our work begins. For maximum effectiveness and efficiency, the Office for Disabled Persons functions with three units, namely, policy and research services, community initiatives and communications. Each unit concentrates on a specific part of our mandate and I would like to explain the work and the achievement of each unit to this committee.

Before I do that, however, I want to speak about my own role in the policy area as Minister without Portfolio responsible for disabled persons. In this capacity, it is incumbent upon me to represent the interests of disabled persons at the various forums where I have a voice. These are the cabinet, the cabinet committee on social policy, the cabinet committee on legislation and any other cabinet committee where submissions dealing with disability are being considered.

Recently, I was also pleased to be appointed to the Premier's Council on Health Strategy which will develop a strategy for the co-ordination of health care in our province.

1550

In addition to this work at the cabinet level, my senior adviser, Mr. Sauvé, is a member of a number of deputy ministers' committees and has set up and chairs an interministerial committee on disability issues. This committee meets quarterly and there are 16 ministries and agencies represented. All the committee members ex-

change information on issues and new programs, review and discuss policy as it is developed to avoid conflicting policies, promote greater understanding of the programs and the priorities within the ministries and raise awareness on disability issues within the government.

This committee was set up to provide policy analysts with a formal network for the development of a corporate view of issues relating to disabled persons. As such, we hope to accomplish what the employment equity for women council and the French language co-ordinators committee have achieved for their particular client groups.

At the same time, there are up to 20 interministerial committees working on various issues relating to disability. My senior adviser and the policy and research staff formulate policy at these committees, sometimes taking the lead responsibility and sometimes participating. The policy and research services unit has the considerable task of assisting me in bringing the disability perspective to policy making throughout the entire government. I would like to talk about several of the most important committees they are involved with in greater detail.

The Office for Disabled Persons first raised the concerns that led to the establishment of the interministerial committee on accessible transportation for disabled persons in the fall of 1986. The committee is chaired by the Ministry of Transportation, and cabinet has given it a mandate to develop recommendations for a provincial transportation policy for disabled persons that will ensure equal opportunity for them to participate in the life of this province.

To date, more than a dozen consumer, professional and ministerial presentations have been made to the committee. Groups have included: the Toronto Transit Commission, the Ontario Advisory Council for Disabled Persons, the Ontario Advisory Council on Senior Citizens, GO Transit, the Canadian Urban Transit Association, the Ontario Motor Coach Association, the Association of Municipalities of Ontario, the Ontario Coalition of Senior Citizens' Organizations, Trans-Action, the Canadian Paraplegic Association, and Ontario Citizens Seeking Enhanced Accessibility to Urban and Regional Public Transportation.

The Office for Disabled Persons also has the lead responsibility for an interministerial committee established to develop options for government policy to increase the physical accessibility of facilities operated and funded by provincial ministries, agencies and commissions. Such

facilities include the provincial parks and other government-funded recreation and leisure facilities, courthouses and facilities owned and occupied by the Ontario government.

This committee on accessibility is made up of the ministries of Government Services, Health, Education, Colleges and Universities, Labour, Housing, Community and Social Services, the Attorney General, Natural Resources, Tourism and Recreation, Municipal Affairs, Citizenship and Culture and Communications—a long list.

Another co-operative initiative is one-stop access, a pilot project designed to simplify access to community health and social services. Originally planned for senior citizens, as it evolved it became apparent that this service could be of equal benefit to disabled clients. The office is represented on the three committees which are planning and developing the delivery of this service.

The other interministerial committees, to name the major ones, include the employment equity steering committee, Ontario Building Code review, review of health and social services, health related benefits review, the committee on supportive community living, Acquired Brain Damage Committee, Ontario Advisory Committee on Library Services to Disabled Persons, college committee on special needs students, the Ministry of Transportation-Ontario Urban Transit Association task force and adult basic literacy.

With this list of committees and government-wide involvement, I am effectively giving you our policy agenda. I am also emphasizing the fact that much of our work tends to be in the intangible area, influencing, persuading and promoting awareness. I remind the members of the committee that, as we are not responsible for program delivery, it is not appropriate for me to discuss specific operational issues falling within the responsibility of line ministries. Our policy role is universal throughout the Ontario government. But our operational role is limited to the projects that I will be mentioning shortly.

Nevertheless, I am happy to tell the committee about some of the accomplishments of the Ontario government on behalf of disabled persons. These achievements happen to illustrate the value of having an advocate for disabled persons at the cabinet table, to voice their needs and concerns when the decisions are being made. These government-wide achievements also give a corporate perspective and overview of all our efforts on behalf of disabled persons.

In August, the Premier (Mr. Peterson) announced the full expansion of the assistive devices program of the Ministry of Health by March 1, 1989. The expansion, which is proceeding in phases, covers a wide variety of devices including manual and powered wheelchairs, specialized canes and walkers, ostomy supplies, hearing and visual aids.

The government will spend about \$24 million in this fiscal year and about \$44 million in 1988-89 to expand coverage. The program will pay for 75 per cent of the cost of the approved assistive health devices, and shows the Ontario government's commitment to providing services that will allow disabled persons to live with dignity and independence.

At the end of August, partly in response to the work of the interministerial committee on accessible transportation, Premier Peterson announced measures to improve transportation for disabled persons and senior citizens. These measures will cost approximately \$84 million over the next five years. This accessible transportation package includes modifications to conventional transit systems to make them more accessible, an increase in funding for special door-to-door transit, and a broadening of the eligibility criteria for these services—incents to encourage smaller communities to introduce transportation for disabled persons.

In last month's throne speech, the government also pledged to provide a broad network of support services to enable more disabled persons and more senior citizens to live in their homes and in their own communities. Opportunities for independent living will be further extended, so that more disabled persons will have this option available to them.

I have been telling you about some of the major ways that the Ontario government has moved to provide better access and opportunities for disabled persons. Now I would like to turn to several forward-looking projects of the office which are administered by policy and research services.

Last May, this office granted \$1.7 million to the Easter Seal Society. The Easter Seal project is a one-year program to provide grants to families with disabled children, to renovate their homes for increased physical accessibility. The Barrier-Free Design Centre provided design consultation on approved projects.

1600

Under the Easter Seal project, each applicant could receive up to \$20,000 for modifications. As I said, this was intended as a one-year project,

but just four months into the project, 125 awards had been made using the entire funds allocated. Earlier today, I was pleased to announce in the Legislature that the funding needs of the remaining 87 families will be met through an additional \$1.1 million.

The original Easter Seal funding formed part of the \$5.4 million housing initiatives for disabled persons announced in the Treasurer's 1986 budget. In the long term, these requirements will be met through the Ontario home renewal program for disabled persons, which I will say more about later.

The Easter Seal project is a step towards helping to increase the stock of accessible housing in Ontario. However, at the same time, it is paramount that we have more communication with all those involved in the design and construction of housing. Many architects, designers and builders of housing do not know enough about modifying designs to accommodate the needs of disabled persons. In fact, many people working in the housing sector still are not aware of the possibilities for independent living even for severely disabled persons.

The Office for Disabled Persons has contracted with the Barrier-Free Design Centre to promote greater awareness of the need for accessible housing. The centre is a nonprofit agency specializing in architectural and design services to make residential, commercial and recreational environments more accessible for disabled persons. It has a network of architects who understand barrier-free design practising privately across the province.

The office is providing the Barrier-Free Design Centre with a grant of \$200,000 in each of three years starting in 1986-87. This funding is for promoting greater awareness. The centre will achieve this by running a series of seminars on barrier-free design concepts for architects and design professionals in communities across Ontario, producing a reference manual on architecture and disability, and producing audio-visual educational aids and printed materials such as newsletters and information bulletins.

In addition, the office for disabled persons is funding five housing registries across the province in a two-year pilot project that will cost a total of \$310,000. The five Homelink centres in London, Kitchener, Ottawa, Thunder Bay and North Bay will help disabled persons make contact with landlords who have accessible rental units available.

Studies have found that, while many disabled persons have trouble finding suitable housing,

landlords also report that accessible housing is sometimes not being rented. The Homelink centres will act as community-based services to link the two groups. Local agencies for disabled persons will set up and run the centres, developing and maintaining computerized listings of accessible housing in each area. There will be no charge to either tenants or landlords for the services of Homelink centres.

There are some less recent but key Ontario government accomplishments which I would like to repeat today, because they provide the foundation on which many of our future efforts on behalf of disabled persons will be added.

After a major review of the Ontario Building Code in October 1986, the code was revised to incorporate accessibility as an integral part of our province's building standards. For example, new provisions were made for at least one accessible entrance, barrier-free access into each room serving the public and new minimum widths for doors.

Last summer, the Ministry of Housing reconvened the original task force to consider new building code issues such as the extent to which fire safety regulations inhibit accessibility and the possibility of quotas under federal-provincial funding for housing. The task force will report on these concerns in the new year.

As I mentioned earlier, in December 1986 the Ontario Human Rights Code was amended concerning access to facilities, goods and services. Proclamation of these amendments in the near future will further ensure the rights of disabled persons in Ontario.

In 1986, the Ministry of Housing announced a new assured housing policy to assist people with low to moderate incomes. A number of initiatives are being taken under this policy. The social housing initiatives program will create 6,700 units of nonprofit housing annually until 1988-89. Ten per cent of these units are targeted for persons with special needs, including disabled persons. Under this program, 3,600 units will also be created from 1988-89 to 1990-91 for some disabled persons.

In this International Year of Shelter for the Homeless, a special initiative, Project 3000, is creating housing for those who need affordable rental accommodation. Disabled persons will be allocated 820 of the 3,000 units. Planned for 1988-89 is a three-year pilot project to test supportive community living for disabled persons and other special needs groups. This project will create 1,000 new housing units and rehabilitate 2,500 units from existing housing.

Accessible buildings, accessible transportation, independent living, assistive devices funding—I have covered a wide variety of achievements of this office and of the government which have a tremendous impact on disabled persons. I really want the committee to see on how many fronts Ontario ministries and the office for disabled persons must move. It is really an interconnecting network that will lead to the removal of barriers for disabled persons.

At this point, I would like to move on and talk about the community initiatives unit. This unit promotes community development initiatives at the grass-roots level. This is very important, because, again, it acknowledges the need for co-operation with disabled persons and their organizations across the province. The Ontario government cannot alone improve living and employment opportunities for disabled persons.

The other task of the community initiatives unit is to act as a central information source on the Ontario government's many programs and services for disabled persons, as well as those offered by community organizations.

There is a lot of assistance out there, but you cannot use it unless you know where to go for it. To bridge this gap, staff gather information through interministry liaison and contacts with the disabled community across Ontario. We receive inquiries from disabled persons and their families, medical and rehabilitation professionals, MPs, MPPs, business and consumers and others. When necessary, staff act as brokers, bringing disabled persons and program administrators together.

Let us look at a couple of sample inquiries and how they were handled.

First, the mother of a 23-year-old man with muscular dystrophy called us because she had been recently separated and was receiving minimal assistance at home with her son's physical care. We contacted the Barrie office of the Ontario March of Dimes, which operates the attendant care program in York region, and we also discussed the matter with the local March of Dimes manager in Newmarket and the Ministry of Community and Social Services staff. It looks like the young man will be provided with more extensive attended care.

In another case, a woman contacted my office asking about possible funding to buy a special crib for her hyperactive disabled child. She could not get any financial help from her municipality. After discussion with the Hugh MacMillan Medical Centre and the Easter Seal Society, we put her in touch with the people operating the

handicapped children's benefits program in her community.

1610

Like so many other aspects of life today, getting this type of information and assistance can take time. Information services is there to speed matters up and match individuals with the right programs and organizations. Since we now have a toll-free number, it should be easier than ever for people from all across Ontario to contact us. That number is 1-800-387-4456.

The community initiatives section also manages the community action fund, which was announced in June 1986 as part of Ontario's proclamation of the Decade of Disabled Persons. Specifically, the fund was designed to give substance to principle 7 of the proclamation. It states that "the development and participation of organizations representing persons with disabilities is of vital importance in identifying needs, expressing views on priorities, evaluating services, advocating changes and promoting public awareness. This role will be encouraged."

In short, the fund provides financial assistance to community organizations and groups for time-limited projects that promote the goals of equality and full participation.

In this fiscal year the annual budget of the fund was raised from \$500,000 to \$850,000 to allow more organizations to take part and to raise it to the level of other similar funds targeted to other so-called special needs groups. Projects can include everything from conferences and information initiatives to awareness tours. Again, I would like to give you a few specific examples of the people behind the numbers.

People First of Ontario is a self-advocacy group of people who are developmentally disabled. It has about 300 members across Ontario and promotes equality for developmentally disabled persons. Last year the community action fund gave People First a grant to produce a film to explain its goals and approaches with a view to recruiting new members to the organization.

Because of the success of that project, this fiscal year the fund approved \$40,000 to help People First set up a major fund-raising and recruitment program. With the grant, the organization also plans to start a branch known as Friends of People First to get ongoing community-based support for their work.

The Sir William Top Hat Society is a group of volunteers who, dressed as clowns, entertain children in hospital cancer wards. They also operate a special skating program run by Canadian Figure Skating Association gold med-

allist Colleen Erb, which provides disabled young people with not only enhanced physical skills but also a new sense of achievement. The society received a community action fund grant of \$2,500 to help fund this skating program.

The Ontario Head Injury Association was recently formed to represent and assist traumatically brain-injured persons. The association plans to act as a contact point between government and the brain-injured community. The community action fund granted startup funding of \$46,500 for a newsletter, for an information service and for community and support group outreach.

Another way to encourage community-based participation by disabled persons is through the annual Community Action Awards. Just two and a half weeks ago, at a ceremony in Toronto—and I again want to thank my colleagues in the Legislature who took time to be with us that day—the Office for Disabled Persons honoured the outstanding achievements of 14 disabled persons and individuals who have worked extensively with disabled persons.

Each recipient has made a remarkable contribution to her or his community, and they show us all that, by our personal efforts, each one of us can make a difference. Their accomplishments range from writing books and painting to providing a warm, caring home for many disabled children and youths.

I want to emphasize the fact that this year we had eight disabled and six nondisabled award recipients. The nondisabled award recipients have worked extensively on behalf of their disabled community members, and this shows how the concept of an equal society is not just a nice phrase but an increasing reality.

I want to thank my opposition critics for joining with me in assisting us in choosing the 14 recipients.

Another target area where we promote greater awareness of disabled persons is schools. You will recall that I spoke earlier of removing attitudinal barriers towards disabled persons. Changing the opinions of our families, friends, co-workers and neighbours on how much disabled persons can and do contribute is a big job, and getting that message to young people provides an important part of all-round education.

For the third consecutive year, this fall the Office for Disabled Persons sponsored school tours to help young people gain a better understanding of disabled persons. Once again this office was represented by that tremendously

energetic activist Beryl Potter. Mrs. Potter, a triple amputee, is a vice-chairman of the Ontario Advisory Council for Disabled Persons, chairperson of Action Awareness and president of the Scarborough Recreation Club for Disabled Adults.

This fall Mrs. Potter visited schools in 23 southwestern Ontario towns, including Windsor, Chatham, Strathroy and London; I would also like to mention Leamington and Kingsville. At each school she makes a 45-minute presentation, including a slide show. Youngsters become comfortable with someone who is disabled and they learn to look at the person rather than the disability. You could say that with these awareness tours, the office is investing in the future, helping to influence public attitudes while they are still being formed.

At this time, I wish I could also supply the committee with examples of community-based organizations which have received grants from the access fund. However, the first deadline for submitting applications is just approaching, on December 31; so Mrs. Marland, there is still time.

The access fund is a new initiative which was announced in the April 1987 speech from the throne and is not part of these estimates. The Office for Disabled Persons has been granted an in-year increase to launch this capital grant fund, which has an allocation of \$15 million over three years. It will provide matching grants of up to \$50,000 to community organizations for renovations to their premises that improve physical access for disabled persons and senior citizens. When community facilities are physically accessible, many more disabled persons and senior citizens will enjoy a wider choice of social and recreational activities.

1620

The funds are allocated equally between the office for senior citizens' affairs and the Office for Disabled Persons. The latter office has the lead responsibility. Examples of renovations which might improve physical accessibility include ramps, elevators and grab bars, alert and emergency systems, three-dimensional signs or signs in Braille and changes to structural features, such as the widening of doors.

Eligible organizations must be private non-profit and have been incorporated for at least a year before applying. The Office for Disabled Persons has already mailed out over 5,000 brochures and application forms to individuals, service clubs, senior citizens' centres and con-

sumer and religious groups, to name some target organizations.

Of course, we sent a letter to every member of the Legislature a number of weeks ago; I am told that November 6 was the date we sent out the letter. I want every member to know that I personally signed those letters, because I felt it to be important. We are hoping that we will get a lot of feedback just through the intervention of the members.

Community organizations must match the access fund grant. That sum should come from sources other than grants from the federal or provincial governments. The access fund pays for renovation costs, such as professional fees for architects, engineers and consultants; construction costs, including demolition, labour, materials; and insurance, permits and municipal inspectors' fees.

A five-member committee will review applications to the fund. Audrey King, a psychometrist at the Hugh MacMillan Medical Centre, will represent disabled persons on the committee. B. I. F. Breakey, a retired senior executive with expertise in building accessibility issues, is the consumer representative on behalf of senior citizens. Applications which are too late for the December 31 deadline may be considered for the next year. There are four more deadlines, up to October 1, 1989.

On the subject of physical accessibility, we must also look beyond the functional to building and environmental design that is creative and innovative. That is the goal of the Premier's awards for accessibility. This March the third awards ceremony will take place to honour Ontario architects and landscape architects who have achieved excellence in the design of buildings and environments that provide barrier-free access. There are three categories: residential, nonresidential and research and planning.

The Premier's awards presentation is a positive way to focus public attention on the need for barrier-free features in buildings and environments. The awards also encourage Ontario architects and landscape architects to incorporate barrier-free features into buildings and environments at the preliminary design stage. This way, barrier-free features are an integral part of the design rather than an addition.

The Ontario Association of Architects and the Ontario Association of Landscape Architects are enthusiastic supporters and cosponsors of the Premier's awards; and one of the competition judges this year is noted Canadian architect Carlos Ott, the renowned designer of the new

Paris opera house. He is a dedicated believer in the importance of physically accessible design. I would like to share his thoughts on this subject with you:

"In my opinion," he states, "it is philosophically and morally unacceptable for disabled people to be excluded from buildings because they lack accessible features. We must incorporate these as a matter of course when we are designing new projects. Accessibility should be considered a normal part of the creative process for architects."

You cannot achieve accessibility without greater awareness. You will notice that during this speech I have often talked about promoting awareness of the needs of disabled persons. This work has to be tackled on many levels, from advocacy, to my cabinet colleagues, to school children, to seminars for architects and designers.

However, this work alone will not transform our society into one that offers disabled persons full and equal opportunities. We must also cultivate public understanding and a public will to remove the remaining physical and especially attitudinal barriers.

Heightening public awareness of disabled persons is the work of this office's communications section. I should explain the importance of this role to the many excellent agencies and organizations for disabled persons across Ontario.

Basically, nongovernmental agencies and organizations run a wide variety of programs for disabled persons and carry out extensive fundraising activities. They do this work very well and provide tremendous community-based services for disabled persons and their families. However, they see the Office for Disabled Persons as the catalyst both for changing public attitudes and for informing disabled persons of the range of programs and services available to them. Advertising is a major part of this role, and shortly we will be announcing the name of the advertising agency selected to develop a public awareness campaign.

Mr. Allen, I see that you are smiling. I think you might be asking some questions on that later. Is that what the smile is for?

This will build on last year's billboard campaign, which asked people, "Are you blocking out the abilities of disabled persons?" The communications section initiated the process to select an agency in co-operation with the Ontario government's Advertising Review Board.

This public education campaign follows consultations with disabled persons. It will take an innovative and original approach to persuading Ontarians everywhere that disabled persons can and do accomplish so much when we all co-operate to remove those barriers. For this fiscal year, at least \$300,000 has been allocated for educational services and awareness activities.

Communications also provides a number of excellent publications which keep disabled persons and their families in touch with the full range of programs offered throughout the Ontario government. The Guide for Disabled Persons to Ontario Government Programs and Services is a comprehensive listing of up-to-date contacts and information on everything from attendant care programs, to employment legislation, to recreational options.

In 1987 the guide was revised and a total of 79,000 copies were printed. This included 65,000 in English and 7,000 in French, and we printed an additional 3,500 in Italian and Portuguese so that these communities have information in their languages on education, employment, transportation and so on. We intend to extend this program, with the next translation to be in Chinese. Preserving our various cultural heritages and welcoming our diversity of backgrounds are important principles of the Ontario government that this office fully supports.

We also publish the Inventory of Ontario Government Programs and Services for Disabled Persons, which provides detailed information on programs for disabled persons for use by agencies and organizations. It is available in French and English, and I also want to point out that both the guide and the inventory are available on tape for visually impaired persons.

1630

The communications section also produces the newsletter Courier, a bilingual publication that provides a link between disabled persons, organizations and the office. Seven thousand copies of each edition are printed and sent to individuals, agencies, MPPs, media, hospitals, libraries and a wide variety of community groups.

The office is working on an updated edition of the Guide for Disabled Drivers in Ontario, produced in co-operation with the Ministry of Transportation. This bilingual publication lists resources for driver education and vehicle adaptation, as well as suppliers of driving aids and equipment. It also gives tips on vehicle

selection, insurance and tax rebates and is widely distributed and widely acclaimed.

Awareness is also promoted through the minister's office as I speak to groups and meet with organizations representing disabled persons. Since taking office this fall, I have already met with a wide variety of groups, such as the Handicapped Action Group and ARC Industries of Thunder Bay, Persons United for Self-Help in Ontario, or PUSH Ontario, the Epilepsy Association of Metro Toronto, Harmony in Action, the Centre for Independent Living, the Canadian Paraplegic Association, the Blind Organization of Ontario with Self-help Tactics, also known as BOOST, the Action League for Physically Handicapped Advancement of London, or AL-PHA, and the Ontario March of Dimes.

I have already visited such progressive centres for disabled persons as Lyndhurst Hospital, the Hugh MacMillan Centre and the Aids-for-Living Centre. I have spoken at the 40th anniversary conference of the Ontario Federation for the Cerebral Palsied, the Centennial College Abilities Fair, the Ontario première of a National Film Board production about disabled women and a reception for the ethnic disabled organizations at Toronto's Columbus Centre.

I want to add that I really look forward to many more meetings and gatherings with disabled persons and their organizations, as we all work together in pursuit of the goal of social and economic equality.

I must draw your attention to the first source of advice in my work, the Ontario Advisory Council for Disabled Persons. The advisory council is an arm's-length agency of the Ontario government composed of 17 members. It brings a wealth of experience in disability issues to its work of advising the Office for Disabled Persons. This year you may note that the council's name has been changed from the previous title of the Ontario Advisory Council on the Physically Handicapped. This is an important difference which reflects a broadening of its sphere of concern.

I will be relying on the talents and the abilities of my advisory council. As I said to them again yesterday, I need their help in the months ahead as they do in-depth study on the issues of independent living and employment equity. Last year, they prepared a major report on transportation issues for the disabled entitled *The Freedom to Move is Life Itself*. It was produced in collaboration with the Ontario Advisory Council on Senior Citizens and makes 56 recommendations aimed at solving the transportation issue.

This report has been referred to the interministerial committee on accessible transportation and will be responded to in that context. It is only one example of the first-class work done by this valuable organization.

By now I have provided the committee with a detailed look at the variety of work carried out by the Office for Disabled Persons. I will be pleased to answer the questions and hear the suggestions and opinions of the members of this committee. Let me ask that questions about the advisory council be directed to Ron McInnes, the chairman, who is here today and has already been introduced to the members. Furthermore, I would like to point out that I will be actively encouraging the employment of disabled persons to agencies, boards and commissions of the Ontario government and I would welcome suggested names from members of the committee.

Before we move on to that task, I want to conclude this statement by placing the whole issue of equality for disabled persons in an even broader context. At the same time as we are breaking down the barriers that still impede disabled persons, the Ontario government is working for full equality for women, senior citizens, natives, francophones and racial and ethnic minorities. We have not accomplished all our goals for any of these groups, but we are well on our way. When each person in Ontario has equal access to educational, employment, housing, transportation and recreational opportunities, all of our lives will be richer for it.

I want to thank the committee for listening so attentively. I cannot remember being in a committee hearing when the minister was allowed to make his entire opening statement without being heckled somewhat.

Mrs. Marland: For an hour. That gives us another six and a half hours.

Hon. Mr. Mancini: I do not know if I should tell the other members of the committee or not, Mrs. Marland, but I never allowed a minister to do that. Thank you just the same. I appreciate it.

The Vice-Chairman: I think we all found that most informative, and now we are in the position to delve a little further. We will start with Mr. Allen.

Mr. Allen: The minister is already discovering that life is different on the other side of the fence. Perhaps the grass is also greener. Who knows?

Hon. Mr. Mancini: Not that much greener.

Mr. Allen: The hours, no doubt, are equally heavy, and I am sure the minister is working very hard. It certainly has been an interesting assignment for me to be asked to take on the responsibility for our caucus of being the critic of your office and to espouse the issues and problems of the disabled in Ontario. It is certainly an excellent learning experience for me, notwithstanding the fact that I have had some association with various groups, both provincially and in my own community—not least, of course, in the area of learning disabilities—as Education critic.

I also remember, some years back, I tried to plumb the depths of the Ministry of Colleges and Universities to discover why colleges and universities were having such difficulty in securing ministry backup in making their institutions accessible for the disabled on a comprehensive basis. I am not sure that problem has entirely been overcome, but I notice while visiting universities that some progress has been made, at least on the surface.

I am also pleased to see that the ministry is broadening its horizons in some important respects, that some projects are growing and expanding, that there are some new ones under way and that the budget for the office is significantly enhanced this year. I think that speaks to the growing recognition of the need for the work that the office is focused upon.

Notwithstanding all that, I have some problems with the structure of ministries or offices that do not have a very large line responsibility on a range of issues that they none the less address. I know those of us who were involved in the estimates last year had considerable frustration on that count. It often appeared to be difficult to get responses on specific issues affecting the disabled that were in progress in government generally, but on which the minister did not feel able either to be frank or to speak at all.

1640

I notice, a little to my regret, that the minister himself gave us some cautions in that respect in his opening statement when he said it would not be appropriate to discuss specific operational issues under mainline ministries. I hope that note is not entirely an absolute one, because the minister has referred to himself as an advocate within government. He has said that he wishes to promote the cause and interest of the disabled within every ministry and aspect of government that has a program, or an interest, or a concern or a responsibility relating to the disabled.

Hon. Mr. Mancini: May I go back and strike that out of my speech? Is that possible?

Mr. Allen: You can come back and explain that later because you are going to have another opportunity.

That led me to hope that, perhaps, that was not an absolute bar against moving into discussions of what some other ministries are, in fact, doing in some respects and securing some frank responses from the minister with regard to his activities in relation to some of those other ministry initiatives. Otherwise, I am not sure how he functions as an advocate.

I was not surprised to hear him tell us that he would be happy to tell the committee about the accomplishments of the Ontario government. That I suppose goes without saying. We knew that already. When you referred to advertising agencies, I only smiled because there seem to be a blossoming number of advertising agencies out there that are only too happy to carry your message as a government. No doubt the fruit grows on the vine, as they attach themselves to your interests.

The ministry refers to itself as a focal point and says that it mediates between government and the disabled, that it works to advocate among government agencies and ministries for the disabled and that it tries to promote knowledge and awareness of what the government is doing among the many, many agencies out there. In fact, there are truly a remarkable array of them that deal with the disabled community. It is really quite stunning.

Is there an overall federation of all of them somewhere? It almost calls out for some kind of federated lobby because they are so many, indeed. I just was struck by, perhaps, some need for, if not rationalization, consolidation or co-ordination on their own side, in the same sense in which you try to present something of a co-ordinated approach to government's own activities in the field.

When I, with one of my assistants, did a survey of 42 agencies in Hamilton-Wentworth—which is only about two thirds of the ones we wanted to call—agencies which might have been expected to know about your office and know of the minister, I discovered to my surprise that over a third of them did not know that there was such an office or ministry. Half of the rest of them did not know who the minister was or had been, and many of them beyond that third had had no dealings with your office to the best of their knowledge.

Hon. Mr. Mancini: Our next stop is Hamilton.

Mr. Allen: While I am not pointing my finger at anybody in particular, it does seem to me that there is some kind of lacuna there, some problem of communication notwithstanding the role you have been appointed to fulfil as a publicist and as a liaison to all those groups from government.

I am sure the minister picks up this sort of thing himself as he goes around the province, but I would like to note some of the quick comments and some of the concerns that arise out of such a survey, for example, from the United Disabled Consumers who are eagerly awaiting a one-stop point of access for information about services for the disabled.

They have the interesting suggestion that perhaps you might find that the disabled themselves in such centres could act well as educators for other disabled. They also note that they are not entirely sure that the combination of seniors and disabled necessarily will work to the advantage of the disabled, and I have that from another agency as well.

The workers at Participation House in Hamilton are concerned about levels of funding because they find they are not able to secure what they consider to be a living wage working at that establishment.

The co-operative housing community eagerly awaits adequate unit designs and design advice. They discover it is very difficult for them simply on their own to know just what are all the requirements of a design that would meet all the needs of various disabilities. It is often difficult to anticipate them in advance without some consistent and co-ordinated assistance.

The social services of Hamilton-Wentworth itself are desperately in need of funding for a housing registry. I was surprised that you did not include Hamilton in that series you funded in that respect. There had been one a few years ago, but it has long since been out of date. It is very important to have that kind of registry across the whole province, of course.

The industry education council was concerned that there would be projects relating to the transition of disabled adolescents from school to work in the Transitions program, for example, in the schools.

The Canadian Council for the Employment of the Disabled was concerned to see a more proactive approach to the demonstration projects on the employment of disabled. They noted in particular their discovery of the lack of wheelchair accessibility in colleges and universities.

They feel those institutions still fall between the cracks of eligibility funding from the government.

From Hamilton and District Parents for the Physically Disabled: it is "hugely confusing" these parents find, trying to chase after 21 different agencies in order to resolve problems they meet in parenting disabled children. They say, for example: "I am always being told if you can find housing that has attendant care, if you can find attendants, if you can find this, if you can find that, then the ministry will supply funds and the government will do this and that." But the problem is finding all this and finding all that, locating what is available to help with this and to help with that. No doubt they will be eager to see a one-stop service centre as well.

The Ontario Long-term Residential Care Association is hugely concerned about the impact of deinstitutionalization and the provision of alternative housing for the disabled. As they say, the government sets standards for level of care, yet it complicates the problem by requiring providers to deal with at least three different ministries and multiple acts that do not always mesh well. It results in very complicated problems. They say that the government is saving millions yearly on institutional care per day, now that the province is in a deinstitutionalization program. It used to cost approximately \$230 per day for institutional care. Now, they say, the province spends \$26 per day for community care and they ask where the balance is going.

I am reminded that the cities in the United States that have had the best experience with deinstitutionalization laid out in advance that they would not spend less on the alternative forms of community support than they originally spent in the institutionalization program. It sounded to me like a good rule of thumb that, at the very least, you do not spend less on the disabled as you deinstitutionalize; that you do not spend less on the psychiatric patients as you deinstitutionalize than you originally did in the alternative form of care.

The organization PATH feels that attendant care is needed for people in the workplace. They suggest that visitation twice a day by an attendant at some workplaces could get a number of disabled people with whom they are familiar back to work and that it need not be a hugely ambitious program in every case.

I could relate these tidbits endlessly and I am sure the minister and his associates in the ministry pick them up all the time as they move

around from agency to agency and from community to community

1650

The minister made some remarks about the Ontario Human Rights Code and the failure of the government to date to proclaim sections 10, 16 and part of 20, I believe, which deal with the question of right to reasonable accommodation. I do not know whether every member of the committee is familiar with the implications of that. "Accommodation," of course does not simply mean housing but accommodating the interests and the needs of the disabled in terms of housing, yes, but also in terms of workplaces and services of all kinds. Wherever the disabled person comes across a barrier of one kind or another, he or she should have right to reasonable accommodation unless, as the act puts it, there is "major undue hardship inflicted on the provider."

One can, of course, do a lot by way of positive programs to overcome barriers and so on, but I am sure there is nothing more forceful than having the proclaimed, obvious and known right of the disabled to reasonable access, reasonable accommodation, for those barriers to begin to fall quickly, in some cases almost of their own accord, partly because people do function with at least a measure of goodwill, but also because the disabled will themselves be provided with the weapons to legally enforce that kind of accommodation.

What I would like the minister to tell us, when he comes back to responses and answers to our questions, at this point, is what specifically he himself has been doing to help the ministers in question, in particular the Ministers of Housing and Transportation, to overcome the stalemate they appear to have had in those ministries by virtue of the opposition of ranking bureaucrats in those ministries who have not been willing to give their approval to the regulations and to the proclamation of that section. That is critically important.

Also, does the minister have any idea when? We heard also from the Minister of Citizenship (Mr. Phillips) the other day that they were working on this "as quickly as possible, as soon as possible," and that was also the language the minister used, but when? Are we talking in terms of the next few weeks or the next half year or the next year? All of that is really quite unclear at this point in time.

I was surprised the minister did not make some reference at least to the O'Sullivan report and to the advocacy proposals it contains. Looking on

his own role as that of an advocate, I think he himself would be the first to recognize that unless he also has a context of professional advocacy in the community at large working on this problem with people, week-in, week-out, month-in, month-out, community by community, resolving problems, his own work as an advocate is not going to accomplish all the things he wants it to accomplish. So I would like to know whether, in fact, the minister has been involved in the discussions around the implementation of the proposals that the O'Sullivan report laid before us—in particular, of course, the establishment of a professional, nonlegal service of advocacy across the province to vulnerable adults of all kinds.

The minister also referred in his remarks to the promises around assistive devices. The assistive devices promises, as I remember them, not just two years ago but also in this last election, were quite precise. The Premier said there was going to be immediate implementation, not staged implementation, not implementation that would be geared to age levels or specifically to particular devices, but an across-the-board, full implementation for all ages of government-funded assistive devices in this province.

What the minister told us again, however, was what in fact happened marginally after the last election, namely, a staged-in program. It was not entirely clear from the minister's remarks whether the \$44 million being talked about next year was intended, at that time, to cover all of the rest of all of the assistive devices for all ages or not. I certainly would like to have some clarification on that, because if we are still staging it in, then the Premier certainly has led us astray on that one. Certainly, that is of critical importance to the disabled community.

In the areas of housing, we have all had the problems of housing before us, in a large sense, in this province now for a number of years, as a housing crisis has enveloped the entire provincial community. I am sure when one looks at it in the large scale, probably more will be done for the disabled by the overall provision of adequate and affordable housing for all Ontario families and single individuals than will probably come through any of the specific programs that are geared in their direction.

That is not meant in any sense to play down initiatives with respect to accessibility, which obviously are critically important with regard to attendant care, which is critically important; with regard to independent living; all special concerns of the disabled community. But I think one

would want to emphasize that until we solve the larger housing problem in this province, we are probably not going to solve the smaller one of the disabled.

That reminds me that in general, when we talk in this field of full social and economic equality for the disabled, we constantly have to come back and remind ourselves that we do not have full social and economic equality for the able in the province. That task we undertake in this province with regard to social and economic equality remains a massive one for both the able and the disabled in the community.

We, of course, had underlined for us recently—and the minister will be well aware of this—the problems that inadequate housing can create, when we learned of the death of Gertrude Wright, and the many issues relating to housing and a number of other matters that the jury in that case felt were important to report on, so that in future a person as disabled as Gertrude Wright was, trying to live on her own, would not find herself in those straitened circumstances and die in the course of accidents incurred in looking after herself.

The interesting thing about that whole exercise—the inquiry, the coroner's jury report—was how ably the disabled community sensitized the jurors to the needs of the disabled and turned them around almost 180 degrees as a group in the course of that hearing. I thought that was most impressive and testifies as to how convincing the disabled community, itself, can be in terms of pleading their cases.

There are, of course, fascinating experiments under way in the whole field of independent living for the disabled, various models from California to Sweden offering brokerage arrangements whereby the disabled themselves are funded directly and able to direct their own care by accessing brokerage groups that they contract with to provide specific aspects of their care. They do this sometimes on their own, sometimes in conjunction with their own immediate support community.

1700

I wonder if the minister could tell us where we are in investigating those options for Ontario. I know there are agencies in the community pressing in that direction, and that we have some examples in the province. I believe the Ministry of Community and Social Services has a study which it is forwarding at the moment on that area of independent living. I would like to know a bit more about the timetable of that, and in particular

what this office and this minister are doing in relation to that particular inquiry.

We called the Ministry of Community and Social Services to find out the status of that review, and were told that it had not yet begun. Then we discovered that the first study that the ministry was going to be engaging in was the study of the disabled in independent living situations, which is just getting under way. We asked whether this office would be involved, and the Ministry of Community and Social Services confirmed that the office for the disabled would not be involved. After the study was all done, and after everything was complete in that respect, then it would be passed on to this office.

Is that typical of the way in which your relationships are structured around studies for the disabled in other ministries?

With regard to the critical issues of employment and equity, which the minister alluded to in the course of his remarks, we know just how dramatic the unemployment situation is for the disabled. At a minimum, certainly, it is 60 per cent; some say 80 per cent. Of those disabled, 50 per cent are heads of households, so there are significant numbers of people dependent on them. Of all the disabled, 20 per cent report no income whatsoever. Of the physically disabled, 52 per cent live on less than \$10,000 a year.

As far as we can tell, unless a lot has changed in the past few months, the government itself does not have an especially good record for hiring the disabled. We discovered, during the period ending in 1985—and this, of course does not implicate this government for a very long period of time—only 109 handicapped persons had been hired permanently through the Civil Service Commission's handicapped persons program, compared to 22,000 permanently hired civil servants. If we take the minister's own figures that 12 per cent of the Ontario public is disabled, then 109 is hardly 12 per cent of 22,000. We are a long way from reaching what one might call equitable proportions.

I would be interested in learning somewhat more about how vigorously the minister is promoting employment equity, first within government, and, of course, outside government. In particular, what representations has he made to the commission's handicapped persons program to see what he can do to escalate those numbers?

Finally, I will come back with more questions later, and have some observations about other aspects of the government's activity in the disabled field, but I did not want to conclude my own introductory remarks and introductory

questions without making some reference to the vocational rehabilitation services situation.

There is a major review of that program under way. Again, I would like to know what this office's involvement is in that, and whether it can tell us where that review is, how well it is proceeding, when we can be expecting a report and recommendations and what some of the directions of those recommendations may be, if the minister is able to tell us that.

In that area of vocational rehabilitation, I want to note my own concern, and our party's concern, about the apparent attempt to normalize, so called, post-secondary disabled students by putting them, also, under the umbrella of the Ontario student assistance program for certain of their post-secondary needs.

I have a long letter that I will not read in detail, of a person in Thunder Bay who moved there from Dryden, I believe. The family had great difficulties. She was disabled. She and her husband were trying to run a small business and ran into serious troubles. He is unemployed. They had to split up in order for her to get some training in Thunder Bay. She took her child with her and went there with a number of clear commitments made by the vocational rehabilitation counsellor in Dryden, as to what she would expect from OSAP and had built her plans around those commitments of funding support and the kinds of things that she could get support for. She got there and discovered that OSAP welched on just about everything.

It really makes one of the central points that the critics in the disabled community have made of this attempt to normalize, so-called, the disabled under OSAP. Inflicting two ministries, two agencies or two bureaucracies on anybody is always worse than inflicting one; but it is certainly much harder for the disabled.

That is one of the major impacts of that move. Along with it are a lot of issues, I think, that arise in connection with the disabled when they are put under this situation.

For example, the OSAP criteria for students involves means testing. Vocational rehabilitation never did involve means testing of students going forward to post-secondary studies under the vocational rehabilitation services program.

Second, the means that are tested for are not sensitive under OSAP to the massive expenses that parents often have had already in maintaining their disabled youngster. Suddenly, that family is on exactly the same basis as a normal student's family with regard to assets and income. The two families, in fact, are not

comparable because of the different range of financial responsibility and expense and so on that have gone on year after year with respect to the child in question.

One can go through a whole series of issues like that, where the so-called normalization assumes a normalcy that is not there in the situation and makes it very hard both on the student, who is trying to access OSAP from an original VRS base, or the family of that person.

Those conclude the principal issues that I wanted to address in the first round and to place some central questions before the minister. I will be happy to hear his responses on those, and we can perhaps discuss them as they come forward. That may well lead us into some of the other items that I want to raise later on in the estimates.

The Vice-Chairman: Thank you very much Mr. Allen. Minister, I do not know if you wish to respond now or whether we should go to the third party and you can collect the various questions, etc.

Hon. Mr. Mancini: I have a suggestion to make now if it is not inappropriate. I think we should hear from my critic in the Conservative Party, Mrs. Marland. Then what I would like us to do, if it is OK with everybody, since Mr. McInnes, the chairman of the advisory council, is here, if there are any questions of Mr. McInnes today, we can deal with him. Because it is already 5:10 p.m. and if Mrs. Marland takes even only half an hour, it will be twenty to six. What I would like to do is to be able to respond to both of you in one session. So, maybe when we are finished today, while Mr. McInnes is here, we can deal with him and some of the important work that he and his council are doing. Then tomorrow I will be more than happy to do the whole works all at once. Is that OK?

1710

The Vice-Chairman: Mrs. Marland then.

Mrs. Marland: Thank you, Madam Chairman. First of all, at the outset I would like to congratulate Mr. Mancini on his appointment. I know the minister has probably waited a long time for this appointment. I also feel that now he is in that position, he is one of a group of very special people with what I perceive as a very special responsibility. I have observed at first hand the minister in his role. That was at the awards event, the disabled awards celebration. I was very impressed with the depth of his compassion, his understanding and his caring for the disabled people at that function.

It is not an easy area for some people. For those of us who have been privileged through many years of working with different people with different disabilities—I always say that we all have disabilities of different kinds. For some people it is often a little difficult. For other people it is much easier. I think that in Mr. Mancini we are fortunate because from my observation we have someone who is totally committed to the responsibilities within his portfolio.

What I see us needing now is to give him some ammunition, as I said in the House earlier today, to win in the cabinet sweepstakes, whereby we will get the kind of funding we need to continue some of the good programs. I must say, when I look back on the history of the commitment to people in Ontario with disabilities, going back a long way, perhaps at least 11 or 12 years, particularly identified funding is needed to achieve some of those programs that were started by the Progressive Conservative government and are being continued now under the present government, and in the past two years by the accord.

Minister, I do wish you all the best in this position and I am quite confident that with the help of Dr. Allen and myself in the House, you will be able to succeed very well.

At the outset I want to address a few of the items in your opening remarks today. I suppose that from your perspective it must be very difficult to have to make a statement that you are not responsible for program delivery. I guess that must be a rather frustrating position to be in. I respectfully suggest that if you are trying to do something on behalf of the disabled people in Ontario and you are simply in the back rooms and leaning on the shoulders of the other people of the other ministries that are responsible for program delivery, then your role becomes one of simply being the pusher and hopefully perhaps, through policies and ideas, the initiator.

I must say that is a tough statement to read in here, when you say that you are not responsible for program delivery and that it is not appropriate for you to discuss specific operational issues falling within the responsibility of line ministries.

Hon. Mr. Mancini: I do not think I will say that again.

Mrs. Marland: Well, you say: "Our policy role is universal throughout the Ontario government. But our operational role is limited to the projects I will be mentioning shortly." I do not question the statement, but it makes me rather

sad that you have to make that statement because then, suddenly, all the anticipation and all the eagerness I had on behalf of the disabled people in Ontario—when I read that, it almost seems like some of it may be window-dressing. I hope we can get inside the store and get the stuff out of the window and get it out where it is needed in the homes, in the workplaces and in the rehabilitation centres for the disabled in this province.

You also addressed the fact that the Premier made a promise in August about the full expansion of the assistive devices programs. He said that will happen by March 1, 1989. Then you go on to say that it is proceeding in phases. That almost seems a contradiction. On the one hand, there is going to be a full expansion by March 1, 1989; then you go on to say it is proceeding in phases.

I would like to know from you in your response, when you get to that point, whether a full expansion is going to mean exactly what it meant in the press release of the Premier in August because at that time it certainly sounded very exciting. It said, "If the Liberals win the September 10 election, they promise that by 1989 there will be full coverage of all the assistive devices for persons of all ages."

That is a year and a half away. I want to be a member of this Legislature who is a very strong advocate of seeing that happen. I recognize that at this point it has been one year at a time to keep those people who are already covered within that program covered in terms of their assistive devices. Whether you need an assistive device has nothing to do with age; it has everything to do with need. Having everything to do with need, I certainly hope we can see that happen and be completed by March 1989, a year and a half from now.

The other point is that you went on to say that the program will pay 75 per cent of the cost of the approved assistive health devices. Yet as I read the announcement from the Premier, I thought it was a promise of full coverage. In your statement today, you talked about the amount of money that is allocated to expand the coverage, and then the program will pay for 75 per cent. I would like to know whether we are talking about 75 per cent by March 1989 or whether we are talking about full coverage. I hope that in this boom economy and good times in Ontario in 1987, we can promise to make a commitment to make sure it is full coverage for those people who have that need.

Also, you refer to the fact that at the end of August, in response to the interministerial committee on accessible transportation, the

Premier announced measures to improve transportation for the disabled and senior citizens.

I recognize that statement was made at the end of August. I also recognize that the report of the Ontario Advisory Council for Disabled Persons, *The Freedom to Move is Life Itself*, was tabled in March of this year. When you made the statement in the House about a month ago, I addressed it at that point because I would have expected that a report tabled in March 1987, after a great deal of work the Ontario advisory council had done, would have deserved more by November 1987 than simply to be referred for further consideration.

I really think that by the time whoever is studying it—maybe it is this interministerial committee on accessible transportation that is studying the recommendations in this report. I again have to ask the question, why are they just studying it now? Why is it that in December 1987 we do not have a proposed implementation of any of their—I think they made 56 recommendations. What we are looking at is referral of study of a report for further study. This kind of thing must be very frustrating to people who are involved in working to bring about recommendations in addressing any human need and then find it is referred for more study and more study.

1720

I hope the minister will make sure that he can promise that some of those recommendations will start to be implemented and not just be studied to death, so that after a report has been tabled for six months we do not have a big announcement that the recommendations are now being referred to a group to be studied. That kind of process, first of all, means that any relief, any help, any assistance that comes from those recommendations being implemented is simply put off for those people who most need the benefit of such recommendations. In some cases, tragically, it will be too late for some people.

I wonder, too, about the program you were referring to in your statement in the House today about helping with the rehabilitation of private homes where families live with disabled children. We are talking about a \$5.4-million figure for these housing initiatives for disabled people. You have been able to service 125 applications, and now an additional 87. I do not have all the figures in front of me, but it seemed to me that the total was \$2.8 million. I wonder, if it is \$2.8 million at this point, where is the balance from the \$5.4 million that is addressed as the original Easter Seal funding? You are addressing half the

amount of money that was promised. Maybe you can tell us where the balance of that money is.

It is very interesting to read about the involvement of architects, planners, designers and so forth in the design of buildings. I would like to tell you about a friend of mine who actually lives in Washington, DC. Her name is Mary Nemec Doremus. When she came to speak in Toronto as an American disabled woman in a wheelchair, I recommended that she stay in downtown Toronto to be convenient for everything.

I thought that today in Toronto all the leading hotels would certainly have suites and washrooms, etc. for the disabled. I thought that was a basic requirement. I was really upset when I took Mary Doremus into what was the Harbour Castle Hilton—I think it has now changed its name but we both know which hotel it is—to find that there was no disabled access washroom on the main floor as you go in the main door. When I went to the counter, thinking there was a standard requirement that all hotels had to meet this need, I was even more amazed to find, in answer to my question at the desk, that the disabled access washroom was up one floor and way, far at the back of the building. If somebody was in a normal, urgent need for a washroom, there would be no way that in moving a wheelchair that distance, that person could make it. I really felt that in 1987 in Toronto, one of the top five modern hotels would have had to have met that requirement long ago.

I took very urgent note of that lack in that building. It seems to me that now, when we fortunately are so much more aware of this need and this requirement, for a new modern hotel you would not have to tell an architect to make a washroom accessible on the main floor by the registration desk, or anywhere on the main floor. On that main floor in that hotel, there are probably two or three bars and there are at least two dining-rooms. Only through taking my friend Mary Doremus to that hotel did I discover that there was a void in that area, and that is a pretty basic facility.

When you talk about the International Year of Shelter for the Homeless and about this special initiative, Project 3000, you say that it is creating housing for those who need affordable rental accommodation and that disabled persons will be allocated 820 of the 3,000 units. I have an understanding how these 3,000 units work under Project 3000, and I would like to hear from you your explanation of how that Project 3000 works. I know how it is supposed to work, and when I

see 820 units allocated for the disabled I am very excited about that, but I think you will find it is not working.

I think the questions that have to be addressed about that initiative, as a government program, are where they are going to be and how they will be built, and of course, when, because I do not think we have seen any great harvest as a result of those announcements. I have a very real concern for that because affordability of housing has nothing to do with ability or disability. Affordability for housing is equal for everyone, whether they are disabled or able-bodied people.

It seems to me that if we talk in trite promises and everything we say sounds very good about really caring for people with disabilities and yet we do not produce, it is terribly grave. I cannot tell you how bitter I become when I try to deal with the needs of disabled people within my riding and my community and I cannot because there is no government funding for that program.

When we are talking about the mobility of people with disabilities, we are talking about job opportunities, employment opportunities, housing and education for the large majority of those disabled people. We are not talking about the luxury of whether they have a good job or a bad job or whether they have a marvellous educational opportunity; we are talking about basic survival. I hope that in addressing any area of need for disabled people in Ontario we will recognize that they cannot be measured on a scale of, "After everybody else is looked after, then we will look after them."

I say that probably with more concern than ever. This current Liberal government made the announcement that it was going to reduce class size in the public education systems and that it was going to reduce grades 1 and 2 from 30 students down to 20. I know how many disabled school-age children I have in my riding who cannot access the very special program they need because there is no government money to do it.

I also know that it was my Progressive Conservative government that brought in Bill 82 that guaranteed education to everyone regardless of physical or mental ability. I have parents who come to me and challenge the fact that under Bill 82 which had a five-year implementation—I recognize that is where we are in 1987, that we are at the end of the implementation period for Bill 82 and yet we still have young school-age children who are not receiving even adequate education because "the government doesn't have the money."

I can understand government not having the money, if that is really the truth, but I cannot understand it when a government on the other hand announces it can afford the luxury of the reduction of class size around the province in grades 1 and 2 from 30 to 20 students, when my special youngsters who just require special education or special transportation to get to special education facilities cannot get it, cannot get the program, cannot get a residential program they need because the families cannot cope with them. I have to wonder where our priorities are.

1730

I think the biggest thing when we are dealing with funding for people with disabilities is wrestling with pure honesty. In pure honesty, as politicians, I hope we will start responding to human need in terms of human need, not in terms of numbers. I have a little boy in my riding who is 10, who cannot walk or speak. His name is Timmy. I look at what his family is going through and the number of times we try to access different programs for Timmy and are told, "Yes, he does need this special program, but we don't have any money left in that program." Then that parent hears of some other program the government has announced which probably involves thousands and thousands of children or adults or whatever the program is in the province.

In pure, crass politics, of course, the thousands and thousands who have this other money available for this other program mean more votes. But if legislators in this province do not advocate for these people with disabilities, then I have to ask who will. I recognize that any government at Queen's Park, regardless of party, does not have a money tree down here. What I am asking the minister, and if there is anything I can do as a critic in the opposition side of the House, is to try to do the utmost he can to advocate for those people, for the funds needed for all of these programs and for other programs not even addressed in his opening comments today that are identified as being a need, because on the basis of human need, in my opinion, we have not fairly allocated the money that a government does have.

If a government does not have a money tree, then it has got to start at the bottom of where the greatest need is, and then if there is money left over after we fulfil those obligations of caring for people who cannot care for themselves, that is when we start the frill programs. I am not suggesting that it is not ideal to reduce class size in education. I use that as a comparison because it is a recently announced program. I am saying

that while we have no evidence to prove that children learn better in a class of 20 than in a class of 30 in a regular education system—certainly some of us learned in a class of 45—while we do not have any specific data that support it but it sounds good, philosophically we all think that is probably right. Maybe it is worth trying, but it is not worth trying while we are saying we do not have survival programs for people who have difficulty learning anything, even basic life skills.

I wanted to touch just briefly, and I am watching the time, on the access fund for the disabled. When you were reading it, I said I consider this my fund. I have to say that I spent August 1986 visiting five different ministries with Ted Gittings from Christ Church in Clarkson. Christ Church was wanting to put in an elevator because it is a very old church and in order to ramp it for disabled access, it was going to have something like a quarter of a mile of ramp because the building is sited so high that the ramp would have to start and wrap around the building almost twice to get it up to the level of the doors.

Now, just as a pure function of the church that was a tremendous difficulty, of course, with funerals; but we were trying to get an elevator into that church, not so much for the religious aspect and the elderly and disabled attending services, as we were as much for the fact that something like 38 groups meet in that church in a month. Many groups of disabled and elderly people could attend and could enjoy many programs if they could access the building. The building itself functioned as a community centre in Clarkson.

I went to five ministries, starting with that of your predecessor, the member for Parkdale (Mr. Ruprecht), and it was suggested that I go to the Ministry of Housing and so on. By the time I got to the fifth ministry, I began to feel like members of the public feel when they phone to government and ask for something and they are referred from one phone to the next; but I went physically with Mr. Gittings to all of these ministries and the answer was no.

I finally went to see the Treasurer (Mr. R. F. Nixon), who agreed that there was a need but also said he did not have the money. I said, "Maybe the ministries could get together and decide that some money at some time could be allocated to begin a program like this." When Mr. Ruprecht stood up in the House, I think it was June 24, 1987, almost a year later, and made this announcement, I was elated, and of course, right away sent a letter to Mr. Ruprecht and asked that

this project for Christ Church in Clarkson be considered.

I do not remember that the \$15-million fund was to be spread over three years, as you say in your statement today. I am sure that is right if you have said it, but I was rather surprised to see today that it was spread over three years. That was possibly something I had missed.

You talk about the fact that you have mailed 5,000 brochures and application forms to all these different groups to name some target organizations. I would like to know, when you do respond to us, if those 5,000 application forms that you have mailed are unsolicited and, if they are, what has happened to the application forms from people who applied as early as last June, when the announcement was first made.

You were also saying that you had kindly informed all the members in the House about that program and you were looking forward to having feedback from them. I want to say that you have already enjoyed some correspondence from me on that particular application. I was rather shocked that when the fund was announced by Mr. Ruprecht in June, there was no criteria for how they were going to allocate it. The first letter I had back said, "We have this wonderful disabled access fund now, but we don't know who is going to be eligible and how it is going to be allocated."

My concern is, are we going to be in the same position as we were with the high-tech fund, which was announced as having \$100 million and only \$1 million of it was allocated? What I would like you to do, Minister, is be sure that you have your hand very tightly on the purse-strings of that \$15 million, and if some of it is not allocated in 1987, because the deadline for applications is now December 31, I want to be sure that we do not lose any of it back to general revenue.

We have seen other programs in the Ontario Legislature in the past two years where there have been big dollar amounts announced, even in the Ministry of Housing, and when the money is not allocated, and certainly even in some of the Ministry of Culture and Communications programs that I have been involved with, it seems to find its way back into general revenue and then you start the next year with a new amount. Because there is such a need for this program, I certainly hope we will see that followed through.

1740

Dealing with the subject of the transportation, which is obviously the one that has been identified by this report, The Freedom to Move Is

Life Itself, I cannot emphasize enough that it concerns me every time we look at recommendations being under review. I do hope we will see action.

On the subject of disabled housing, with Ontario's housing policy saying that five per cent of all government housing built must be disabled units, if the Minister of Housing (Ms. Hošek) has failed in her overall housing strategy, then obviously the disabled units are not coming on market either. That is a very big concern. When we look at shelter, if it is down for everybody, it is also down for the disabled, for whom the minister, Dr. Allen and I are responsible.

I would like to know about the future of this ministry and its overall budget. The minister made a statement. On December 7, he said in Hansard:

"There will be absolutely no program cuts in the ministry for the disabled. What I was indicating at the time was that the government would be keeping its promises with respect to what was enunciated during the election campaign and that at that time I could not promise anything further. I could not promise at that time the creation of any new programs, but I think if the member will hold on for a while, he will be pleased by what happens."

I hope you will be able to announce more funding and new programs, because if there can be announcements for new programs in other areas, surely there has to be announcements of new programs in this area.

I would like to talk, and I will at another time in the next two or three days, about the Gains-D pension dispute. I still want to know why the money did not go to all of the disabled. The fact that the government kept \$100 of the \$150 the federal government sent to the province for 13,000 people was a very grave concern to me. I would like to know what the ministry is doing about the attendant care programs and the disparity in wages between various care givers and also the disparity between the pensions for seniors and the elderly and the pensions for the disabled.

We seem to have this mindset that seniors and the elderly should have indexed pensions, which they have had since 1974. I understand their current pension is just over \$800, but I think there is about a \$200 difference between disabled pensions and elderly and seniors' pensions. I do not think we can expect one sector of our community to live on less than another. God knows that what the seniors and the elderly live on is not enough.

I am just skimming very quickly in the light of the fact that the minister had an hour and my colleague from the New Democratic Party had 35 minutes. I am whisking through here in under 30 minutes out of respect for the time, but I am certainly looking forward to getting into some of these questions in detail in the next two or three days with the minister.

At this point, because of the fact that Mr. McInnes is here, if you would like us to ask him questions directly, I will yield the floor back to Dr. Allen.

Mr. Chairman: Is that how you would like to proceed, Mr. Allen?

Mr. Allen: To proceed with Mr. McInnes?

Mr. Chairman: Yes. Mr. McInnes, would you care to come forward? Sterling Campbell has a short comment.

Mr. Campbell: On a point of information as to how to proceed, and I do not want to take the time from the gentleman who is here today, I was concerned by some of the comments by the critic from the third party that there was no information about the impact of class sizes on early childhood education. I can assure her there is a great body of research that shows it is a very effective means of setting the course for a child's future education career to have a good start. That is where that is coming from. I am concerned that would be not so stated in the record.

Mr. Chairman: I think it goes a little beyond a point of information. Perhaps it is something that the minister could address in his response. Ron, we welcome you here.

Mr. McInnes: Thank you.

Mr. Allen: I had not anticipated that we would be getting into the council today, so I really have not developed all of my questions or comments with respect to the council.

I have a first concern that has to do with the renaming and whether the renaming really does mean that it moves into areas of psychological and mental disability as well as physical disability and if that is the case, whether the council's own composition now reflects that fact.

Mr. McInnes: That was part of the consideration we went into at the time of the sunset review, when the name was changed. Part of it reflected, of course, more acceptable language these days; terminology is always changing, and different language becomes more acceptable.

The other part was that we felt there might be a role for council to play in the area of brain injury, where we had not been involved before, in learning disabilities and in psychiatric disorders.

We had not made a decision on that. In fact, we stated to the minister in our sunset review document that these were areas we wanted to explore to see if there was a role for us and if the people already involved in those areas wanted us to play a role; if so, we would then have to change the composition. That has been done slightly but not to the extent that would be needed if we are to get into that.

Mr. Allen: Do you keep a systematic and regular contact with that multitude of organizations that I referred to at the beginning, or do you wait for them to come to you? How is that interface structured, or is it not structured? Should it be structured? I would just like to know a little more about your feeling about that.

Mr. McInnes: I think you have pointed out one of the biggest problems, in that there are so many organizations, and they can be set up around an issue related to a particular type of disability, or they can be set up in a local community. There are quite a wide number, and we have not found any way in which you can be sure that you are dealing with all of them.

The types of things we have done are to hold consultation meetings, some here in Toronto and some in other communities, and to invite as many of those organizations as we can find in that community to come and meet us, either on general terms or around a specific issue. We quite often hear from them. We receive usually all of the papers that they put out, and we consider those. I cannot really say it is completely structured, but we do try to keep in contact as much as we possibly can.

Mr. Allen: Would it be fair to say then that the structuring that does take place in an active way tends to be around specific projects and issues that you initiate, such as the study on transportation, and that striking that kind of thematic concern and doing research on that theme—I do not know whether you had hearings—is that the principal way in which you have an ongoing contact with those bodies?

Mr. McInnes: I think that is something we have developed over the past couple of years. Prior to that, the council would often go to a community and have sort of an open forum. We found it more effective to identify an issue and then either invite people in or go out to another community to try to focus on that issue. So yes, it is true to that extent.

Mr. Allen: With regard to that specific issue, could I ask you whether you have any sense of why the Ministry of Transportation is having

such problems with the right of reasonable accommodation as far as transportation is concerned? Do you have any input into that debate?

1750

Mr. McInnes: We did meet, at least I did and, I believe, the chairman of the seniors' council and our executive officer, with the interministerial committee at an early stage, but there are quite a number of the recommendations in that report. Some are directed to municipalities, some to other ministries and the Ministry of Transportation.

We regard it as quite a comprehensive report. It took us a year to prepare, on top of the consideration that had been given to individual issues before that. It really does not surprise me that it has taken quite a while to come up with a response to all the things that are in there. While certainly I would like to see this move along as quickly as possible, I would also like to see it considered carefully and thoroughly. In that sense, I could understand it.

Mr. Chairman: If it does not upset things, when you have had time, as Mr. McInnes will not be here tomorrow, I wonder if some members from this side could not have an opportunity to ask a question, if it is convenient.

Mrs. Marland: I do not know how Dr. Allen feels. I think this is a very short time for us to be able to talk to Mr. McInnes. I am wondering if he is coming back at all.

Hon. Mr. Mancini: If there is real concern, we will ask Mr. McInnes to come back again and we will set some time aside for the members. I understand the difficulty you are working under and would in no way want to have you leave feeling you did not get a fair opportunity. I am sure Mr. McInnes could make arrangements to come back so that the members would have a little more time.

Mr. McInnes: I think we could probably work something out, if that is the wish.

Mrs. Marland: Maybe this is the appropriate time to ask the minister if he has planned to have the members of the interministerial committee available to us as well. Had he thought about that?

Hon. Mr. Mancini: No, I have not.

Mrs. Marland: Since that committee is going to be very much responsible for the future of any or all of these programs in one way or another, I think it would be worth while having its members here so we can ask them questions.

Mr. Chairman: Regarding this first point, Mr. McInnes and members of the committee, it

does seem to me it would be most appropriate to continue tomorrow for a short time to finish this round off, in order that we can then proceed to the minister's response. The other possibility, of course, is to leave this and come back to it later on, but it then would not fit into the discussion. I am looking at Mr. McInnes. Would your plans be reasonable for tomorrow?

Mr. McInnes: Are you commencing at the same time tomorrow?

Mr. Chairman: After routine business in the House, at approximately 3:30 p.m.

Mr. McInnes: I do not recall my schedule for tomorrow exactly, but I cannot recall anything that would preclude my coming here for a while.

Mr. Chairman: Is that OK with the minister?

Hon. Mr. Mancini: Yes, I would like to finish up this section tomorrow. I guess Mr. Allen would have more questions. Do you want to know how long you will be required to be here, Mr. McInnes?

Mr. McInnes: If I had some idea, it would be helpful.

Hon. Mr. Mancini: Should he put aside 35 minutes or 40 minutes? Can we agree on something?

Mrs. Marland: Mr. McInnes has to be the greatest resource to understanding the needs because of the role of the background to this report. If it is possible to have him here, I think that is—

Mr. Chairman: Let me just get some sense from the committee, in order that he can plan. Half an hour?

Mr. Allen: As far as I am concerned, 30 minutes is adequate. I do not think the purpose of the committee is to have a seminar with Mr. McInnes. I think the purpose is that if we have some quite precise questions, we will ask them. I have really only one or two I know of that I need to ask of the chairman of the council. I do not know whether other members have other questions.

Mr. Chairman: My understanding then, Mr. McInnes, is it will be up to 30 minutes at the beginning of tomorrow's session which will begin at approximately 3:30 p.m., if that is OK with you. We will continue with Mrs. Marland now and, if she needs the time, will then take up tomorrow where she left off. We will then proceed to other members of the committee and go in some sort of rotation. Is that OK?

Mrs. Marland: I understand very well the change in the name of the council. That is

something I have been fortunate to learn through my friends who are disabled. The word "handicap" is certainly very passé and does not really address what it is we are dealing with today when we are dealing with disabilities.

In the United States there is an organization called Challenge. It is an organization that, by its very term, challenges a group of people to change the perception of people with disabilities. Disabled people tell me so many times that their problem most often is not their disability but the perception that people have of them with a disability, whatever the disability is. This organization in the States called Challenge challenged the media to help change the perception of the public—the public in the broad sense of the word.

I am wondering two things. In your advisory council, have you ever discussed an active program, with the help of all of us or any other groups that you might consider calling upon, whereby we all collectively work at challenging the perceptions of people with disabilities?

One of the areas where I have seen it work so well—and I am speaking as a former trustee of the Peel Board of Education—was where we integrated children with all kinds of disabilities into the regular classrooms in the Peel board. I know there are other boards that are doing that too, but I think Peel was the first, back in 1974.

Is it your experience that if we can educate the children in the province and their perception of people with disabilities, eventually we will have it home free? In other words, if children can know a child with a disability by sitting next to that child or by playing with that child—and certainly there are some limitations that the nondisabled child does not have—they will learn to understand that there really are no differences. The difference is only in our perception.

Mr. McInnes: These perceptions, of course, are things that are developed, like anything else. So with children, if you can get them before they have developed a certain perception, they can develop that understanding and that acceptance probably more easily than a lot of adults. Programs such as that and the one that was

mentioned that Beryl Potter carries on in the schools around the province, I think, have been very helpful.

Exposure generally in the community has increased greatly over the past five to 10 years just by virtue of people being able to get out more and having more accessible buildings and shopping malls and that type of thing. Just seeing people in the community leads to that sort of acceptance and a change in attitudes.

Certainly, in the long run, I would have to agree with you that the children are the future.

Mrs. Marland: Is there some way that we in the Legislature could work, through some direction? We talk about awareness programs. We are talking about improving accessibility, whether we are talking about transportation or physical plant accessibility. We are talking about improving the accessibility to employment.

Is there a way that we could work with the council to direct programs that our government initiated so that understanding does start in the schools? I am suggesting that there be a way for you, in your capacity as minister, to meet with the Minister of Education (Mr. Ward) and very concretely start to plan programs that are integrated in the school systems so that understanding is extended.

Mr. Chairman: We have to stop at six. If you could hold that in mind, I would be grateful.

My understanding is that we will continue tomorrow at the time I mentioned. We will have approximately half an hour. We will begin with Mrs. Marland, proceed to this side of the House and then proceed to the minister's response.

Mr. McClelland: Just to indicate to Mr. McInnes and the minister, I would be interested, if it is appropriate with the other members, in hearing about some of the interaction with local social planning councils. So you can give that some thought.

Mr. Chairman: Note: Interaction with local social planning councils.

The committee adjourned at 6 p.m.

CONTENTS**Monday, December 14, 1987****Estimates, Office for Disabled Persons****Opening statements:**

Hon. Mr. Mancini	S-89
Mr. Allen	S-98
Mrs. Marland	S-103
Adjournment	S-110

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Adams, Peter (Peterborough L)**Vice-Chairman:** LeBourdais, Linda (Etobicoke West L)

Allen, Richard (Hamilton West NDP)

Campbell, Sterling (Sudbury L)

Cousens, W. Donald (Markham PC)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

McClelland, Carman (Brampton North L)

McGuinty, Dalton J. (Ottawa South L)

O'Neill, Yvonne (Ottawa-Rideau L)

Tatham, Charlie (Oxford L)

Also taking part:

Marland, Margaret (Mississauga South PC)

Clerk: Carrozza, Franco**Witnesses:****From the Office for Disabled Persons:**

Mancini, Hon. Remo, Minister without Portfolio (Essex South L)

From the Ontario Advisory Council for Disabled Persons:

McInnes, Ronald W., Chairman







C476N
XL12
- 577

Government
of Ontario
Public Document

No. S-5

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Office for Disabled Persons

First Session, 34th Parliament
Tuesday, December 15, 1987



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, December 15, 1987

The committee met at 4:46 p.m. in room 151.

ESTIMATES, OFFICE FOR DISABLED PERSONS

(continued)

On vote 1101, Office for Disabled Persons program:

Mr. Chairman: This is the standing committee on social development. We are considering vote 1101 of the estimates of the Office for Disabled Persons. The minister is the member for Essex South (Mr. Mancini). We have with us again the member for Mississauga South (Mrs. Marland) who is the Conservative critic in this area. I mention this, Margaret, simply because you do not have a sign.

We agreed yesterday that we would begin with Ron McInnes, chairman of the Ontario Advisory Council for Disabled Persons. Ron, we are grateful to you for being here. We are sorry that the vote on the emergency debate today took so long.

My understanding is that we will spend up to 30 minutes with Ron. The order I had was that Margaret Marland had the floor and will continue with her questions. I then have two questions from this side. Mr. McClelland is not with us but Mr. Tatham has a question. Then my thought was to proceed to Mr. Allen, if that is appropriate. I will keep the list, as usual. Then when we finish that, my understanding is we go to the minister's response.

Mrs. Marland: I had just asked Mr. McInnes if he had suggestions as to how we, as legislators and representatives of the public, may help with any area that the council had identified as being an area where, through programs of education, either in the formal settings of the elementary and secondary public school systems or through the use of the media, we could change the biggest problem I understand people with disabilities have, which is not so much the disability as the perception that people have of people with disabilities.

Mr. McInnes: I do not think I would describe that as being the biggest problem. I think I would describe it as being the underlying problem that perhaps leads to a lot of other ones.

I do not know that I have any specific suggestions for education or for the media. It is important that there are programs in the schools, and as we discussed yesterday, I guess, Beryl Potter's campaign in the schools has been very useful. I think it is important to keep positive images before the public in various campaigns. The council, as such, has not really developed any specific ideas in those areas. I think the awareness issue is more within the minister's office than within ours.

Mrs. Marland: When we were reviewing the minister's introductory statement yesterday, there was a reference to an advertising campaign, an amount of money set aside for advertising. Recognizing that this advertising is directly geared towards making the general public more aware of what programs are available, I am wondering if your council has ever discussed the fact that perceptions of people with disabilities could be changed by a very real change in the approach to advertising generally.

For example, my sense through my experience is that the impediment to some employment opportunities, some housing opportunities and some other social opportunities for people with disabilities is in the perception of the landlord, the employer and whatever the social affiliation is. It may be well to try to encourage the advertising agencies that the ministry will be dealing with—perhaps I can pass this to Mr. Sauvé. Instead of having always the perfect people in the ad in the lineup for the new bank, for example, the new trust company, the new store or whatever it is, occasionally as an illustration of a cross-section of a community we could include someone in a wheelchair or someone with a white cane or whatever.

Actually, even the cover of this report is beautifully done because it is beautifully illustrative. It is illustrative of a balance of life and the balance of life includes all of us. I feel there is a tremendous void in our ever-so-perfect advertising for anything, whether it is a service or a product. We do not include the whole balance of life in the community. I just wonder if it is something your council has ever discussed, that it might like to see this changed.

Mr. McInnes: Within the minister's office, I think there is a campaign like that, part of its advertising campaign on the awareness issue.

Excuse me. I am losing my voice almost totally today.

The minister mentioned in his speech the "Are you blocking out?"

Mr. Tatham: I think I follow along the same thoughts as the last speaker. I worked for the Canadian Cancer Society about 25 years ago, for nine years. When we first went out for funds, the word "cancer" was such that you would hardly mention it and people would say it very quietly. Now you see what has taken place with advertising.

I wonder whether, working through your group, we could have role models. I am thinking of Douglas Bader of the Second World War who was a legless hero. As a matter of fact, I believe he flew over Germany, was shot down and escaped. Then when they recaptured him, they took away his legs so that he could not escape again. There was a man who exemplified courage. It seems to me there are different areas where we could show these people as role models for other people to help them move along. I am just wondering what your thoughts are.

Mr. McInnes: That is a complicated area. A lot of that debate arose over Rick Hansen's trip this past year. You had one side applauding him as a role model and for his courage, his abilities and what not. Other people took the viewpoint that by promoting someone like Rick Hansen as a role model of almost superhuman strength, you were creating unreal expectations of other people who may be handicapped, that there was a wide range within the group of people you can call disabled and that it was more important to recognize this than to try to look towards the superheroes. I cannot say it is something the council has taken a firm position on, but it is certainly aware of the conflicting concerns over that type of approach. I cannot say we have resolved it within our council.

Mr. Tatham: I know a chap who has dyslexia. When he went to school he was in with the disadvantaged group for three years. He ended up and is now mayor of our city of Woodstock. At the time, they felt he could not achieve. He had a problem that finally came to light and he is very capable. Sometimes I read advertisements about people with different afflictions who have carried on and done things that are worth while. Sometimes I look at it from my point of view, that this seems to be a good thing. We have a personal situation in our own family and you like to think there is hope. This is where I come from.

Mr. McInnes: I quite agree with that. I guess the only comment I would make is that in regard to the stories you sometimes see illustrating an average person who has a disability but is functioning, working and carrying on a regular job, I think you find less argument over that type of approach than over the approach of, say, Rick Hansen, just using him as the most recent example of someone in this area.

Mr. Chairman: Would you mind if Mrs. LeBourdais asks a short question?

Mrs. LeBourdais: It is not so much a question as perhaps a thought for consideration. After listening to the minister's report yesterday, I was very pleased with the program that seems to be already in place in regard to the Premier's award for an architect to design buildings that allow total access. I am wondering if something similar could not be instituted, not so much at the professional level but at the university level, for the training of architects so that the idea of doing this and incorporating these features into a building will not just be a project at the professional level, but rather will be something that is ingrained into the student as he learns, so that in every project he approaches he therefore has at the top of his mind full access in the building. I am wondering if there might be a minister's award that might be presented at the student level, that kind of thing.

Mr. McInnes: May I comment on that? If I can take a little bit of credit for council, the architectural awards arose out of a recommendation of this council about four years ago. Second, on the other point with regard to the schools, we have always promoted the idea with the schools of architecture in the province of having a course or putting into the various courses a segment on accessibility so that there is that awareness.

Mrs. LeBourdais: I see; thank you.

Mr. Allen: Although I understand these discussions around image and role models and so on, I am always a little bemused by them when I reflect what the capacity is of somebody on the income level of the guaranteed annual income system for the disabled, for example, to live up to some heroic role model that is cast out there or even to a modest role model that is cast out there for him to fulfil. How do you do it unless you have the resources, unless you have the access, unless you have all the things in place that can make it happen? With Rick Hansen, you had a massive structure going to make it all happen. If you do not have that going for you, even a portion of all that, how do you get there?

Obviously it is an important question, but I certainly agree with Ron's comment that it cuts two ways; it really does. Certainly, stressing it without going all the distance on the other critical questions of support basically leaves us beating the air so far as the disabled are concerned.

I certainly appreciate some of the work the advisory council has done. I like some of the emphases you are going to be making over the next couple of years with the position paper on independent living assistance, which I hope will not only complement but also push the Ministry of Community and Social Services study on independent living that is getting under way. Even more, on your review of the issues relating to employment, which I think is absolutely a central critical question, I note that the Premier (Mr. Peterson) in his responses to the March of Dimes election questionnaire made it pretty plain that he wanted, he thought, to do something around the employment question. He made some fairly straightforward comments that I did not see showing up in the minister's remarks in his opening statement.

1700

All that leads me to raise a question with you in terms of the role you see for yourselves vis-à-vis government and vis-à-vis the ministry. Is your role, in your view, principally to promote studies such as this and then to lay them on the minister's desk, or is it in an any more direct way to critique the minister or bring some of the bad news from the disabled community with regard to the insignificance of the impact of some of the measures taken to date or about to be taken in terms of meeting the scale of need? How do you see your role in that regard?

Mr. McInnes: I think our role covers both of those aspects. Just last year, with the transportation study, was the first time we devoted a full year to a major study and to producing a major paper. Prior to that we dealt with a lot of individual issues.

Even when producing a major study—the one this year may not be quite as large but it is certainly taking a great deal of time—we still feel we have a role to play in making sure that the recommendations we have made before are not forgotten. If they are not followed up on, we ask our minister to find out from the appropriate minister whose ministry is responsible for the action just where this is on his agenda and, if it has been refused, for what reason; perhaps we can discuss it further or modify it, things like that. Our mandate is to advise government but I do not think that prevents us from taking an

advocacy role within the government on our own recommendations.

If I can carry that a step further, when the old secretariat we used to report to was abandoned two years ago, I spoke to the Premier about where that would leave council and where our recommendations would go. It was clearly my wish and the wish of council that we not be reporting to or advising a line ministry or through a line ministry. We felt that would inhibit our recommendations too much. We wanted to have someone who had an independent voice in cabinet who could carry these through, even if a particular minister we were reporting to did not care for our recommendation about his ministry. We felt it was very important to have some mechanism and we eventually settled on this one where there was a direct line into the cabinet.

Mr. Allen: You were able to satisfy yourselves that such a direct line would also be independent of the on-line ministers in terms of policy positions?

Mr. McInnes: I do not think you can ever go quite that far, completely within the cabinet, but certainly I have no reason to be disappointed with the performance of our minister so far in that regard and in the way he has carried some of our suggestions through.

Mr. Allen: The minister has the advantage of starting off with a clean slate.

I was thinking in particular, for example, of the kind of bind you might find yourself in, situated between the disabled community on the one hand and the cabinet on the other with respect to an issue like transportation. In the recent election, the Premier said in answer to the question of accessibility of transportation services, "Yes, all vehicles and all stations would be accessible." That was his lead sentence in his response to a question, again I think from the March of Dimes, on that issue.

My understanding of what is happening in the Ministry of Transportation is that this is not looked upon as a viable or even a possible solution, I am sure much to the regret of the disabled community. How do you stickhandle that kind of issue from the council's end?

Mr. McInnes: First of all, before we make those recommendations, we do a lot of consulting, not only with the disabled people in our community but also with people in the ministry because they have a lot of knowledge, of course, of some of the limitations. We like to see what their point of view is—not that we are going to necessarily accept it in our recommendations—

and also the point of view of the third party, the industry itself, on a number of these things.

Once we come out with a recommendation, then we will go back to any parties that disagree with it at the consultation stage—not the disabled community, although there may even be some segments there because it is not always in unanimous agreement, but we would go to the industry, say, where a lot of the roadblocks are—and try to convince people that this is reasonable. As more and more information does come forward and we can convince them that this is more and more the way thinking is going in the province, they will come around in their thinking. Of course, the ministry has clout to promote that as well in a variety of ways.

Mr. Allen: I do not know whether you can give the answer to this question but someone else may be able to. I asked you one question relating to membership the other day, but this is a rather different one and has to do with regional representation. Going over the membership of the council, I noticed, for example, if you take the Horseshoe area as a whole from, say, St. Catharines around through to Oshawa, there are six Metro members but there is no one from any of the other communities of that region.

If you look at the regional breakdown in the province as a whole, you discover there are six from Metro, five from eastern Ontario and four from the south and west of Toronto, but there is only one from northern Ontario. If you look at Metro versus other major cities, you find you have six from Metro; three from Ottawa; one from London and one from Windsor, which are fairly close to each other; one from Kingston; none from the Hamilton-Wentworth area, and then one each from a series of fairly small communities scattered around the province. Is there some attempt on the council to get broad regional equivalence of membership on the council?

Mr. McInnes: First, the appointments are, of course, made by the cabinet as opposed to the council, but we have always recommended for our own benefit because every member of council is sitting on council in his own right. They are not representing any organizations or even, necessarily, representing a certain disability group. We do find it useful to have a number of disability groups represented on the council so we can get immediate views from someone who has more familiarity perhaps than others with that disability.

Also, we find there have been various differences in the concerns around the province,

so we also find it useful to have people from the various areas of the province. We have always tried to get more people from northern Ontario, but one of the problems in this whole area is that the majority of services are in the larger centres and a lot of people do tend to come to the larger cities, either in the north or, more particularly, in and around Toronto, so that you probably have a disproportionate number of disabled persons in, say, Metropolitan Toronto.

Hon. Mr. Mancini: May I just add, Mr. McInnes, with your permission, that Ms. Karen Ann Glen, who is presently from Toronto, was living in Hamilton when she was appointed. I would also like to draw to your attention, Mr. Allen, that we have two appointees from the north, Chelmsford and Kenora. That may alleviate some of your concern.

1710

Mr. Allen: Perhaps my memory misplaced where Chelmsford is.

In any case, I wanted to raise that question because I was not sure just how your council is constructed and whether you try to get regional representation and how important that is to you. Notwithstanding whether Chelmsford is in the north or not, I think there is still some underrepresentation and I submit that politically it is not very smart, Minister, to have six representatives from Metro Toronto and none really from the people who reside in the rest of the very large Horseshoe area which makes up such a large part of the population of this central region of the province.

I think those are all the questions I wanted to ask of the chairman of the council. I just want to say, finally, that I hope you keep up your good work and that we see more of you as the days go along.

Mr. McInnes: Thank you very much.

Mr. Chairman: Mrs. Marland, do you have any questions? Does anyone else?

I wondered, Mr. McInnes, if I could ask just one question. It relates back to the importance of the representation on the council of various disabilities. I attended a meeting not long ago of a national student organization which involves the full range of disabilities—learning disabilities, visual disabilities and so on—and it seems to me, referring back, for example, to the question about the architectural award, that sort of a view is very important. Is it a large consideration with the council?

Mr. McInnes: Since I have been chairman, anyway, whenever new appointments have come

up, we have always urged the minister to promote names that filled gaps that we felt we had on council. For some time we did not have anyone who was hearing-impaired and we felt that, because of that, we were perhaps missing some issues in things we were discussing within council.

We try to make up for that by going out for consultation or community meetings, in the same way as we try to make up for our loss in the north in meetings we have had in Thunder Bay and Timmins over the last couple of years. Wherever we feel there is a gap, when an appointment comes up we try to get a member who will fill that gap, whether it is regional- or disability-related.

Mrs. Marland: I do have one final question. Mr. McInnes, would the council be interested, first of all, in reviewing the program I talked about yesterday called Challenge, where disabled people help the media change the perception of the public, therefore eventually impacting the two important issues, the areas of availability of housing and of employment? Is it a program that your council would be interested in looking at? It has met with great success in the United States.

Mr. McInnes: I think we would certainly be interested in looking at it. I am vaguely familiar with it. Without knowing more about it, I cannot say whether it falls within our mandate, the type of thing that we can and do advise government on, but certainly we would be interested in any information you might have on it so we could look into it more deeply.

Mrs. Marland: It is a program I would like to introduce to Canada, and I just thought that in introducing it in Ontario, perhaps the people on your council would be the people to bring it to first.

Mr. McInnes: We would certainly like to see the material.

Mr. Chairman: I would like to thank Ron McInnes, on behalf of the committee. Ron, we appreciate it. We wish you and the advisory council well.

We can now proceed to your response, Minister, as you wish.

Hon. Mr. Mancini: Before I do that, I would like to introduce the committee members to Mary Tate, from the executive office of the advisory council. Mary is joining us today. Thank you for coming, Mary. Also, I would like to introduce Calvin Bernard, who is a policy analyst with the ministry. Thank you for coming, Calvin.

What I, along with my staff, have tried to do with yesterday's opening comments by the two critics is to make a list of the important items that were mentioned. I know that everything said by the critics was important, but there were some specific areas that were highlighted. What I would like to do, with the permission of the committee today, is to review them point by point.

We can discuss them as we go along, if that is the pleasure of the committee. The amount of time spent on any one issue will be decided by committee members through their interest or by the critics through their particular interest. As far as I am concerned, I am willing to spend as much time on any issue as the committee views to be important.

Mr. Chairman: Is that reasonable?

Mr. Allen: Would the minister quickly give us the list of the items he is replying to? Are they headed in such a way that we can have a sense of how we want to balance our time so we do not trap ourselves in some of them?

Hon. Mr. Mancini: Yes, they are. We have made a list of 18: the role of the minister in the office; Father Sean O'Sullivan's report; the unproclaimed sections of the Ontario Human Rights Code; increased accessibility to post-secondary education; the vocational rehabilitation services and the Ontario student assistance program funding policy; employment of disabled persons; visibility and promotion of the office; transportation; the Gains-D Canada pension plan increase; assistive devices program; Easter Seal program; attendant care and brokerage; public inquiries; access fund; Gains-A; Gains-D; Gertrude Wright; Project 3000, and a number of other small items raised.

Mr. Chairman: Does the committee want to simply go through this list point by point or would you like to select some? I ask for advice.

Mrs. Marland: Where are we going to be timewise? Do we have to finish at six o'clock on Thursday?

Mr. Chairman: Yes, we do.

Mrs. Marland: I have questions, too, going through the items under the vote.

Mr. Chairman: Yes, there are the items under the vote. It will be whatever the committee prefers.

Hon. Mr. Mancini: In my past experience on committees, the minister really did not give the option that I am giving today. Usually what ministers in the past have done is come in and say, "I have answers to questions raised by Mr.

Allen," and the minister proceeded. Or, "I have answers to questions by Margaret Marland," and the minister proceeded. It was done this way. I have never sat on a committee where the minister says, "These are the 18 questions that you have asked. Now tell me how you want to deal with them."

Mrs. Marland: With respect, Minister, I think you will find that on the other committees at the moment, because of the reduction in time—we used to spend 20 hours on estimates and now we are down to seven and a half hours—the ministers have forgone their opening statements. The ministers are making, at the maximum, 10- or 15-minute opening statements because of the reduction in time.

If you do have written answers to my questions, I would be quite happy to have written answers to the comments I raised yesterday that perhaps I could read tomorrow. If I have further questions, I could ask them on Thursday. But I have other questions today I would like to have an opportunity to ask. I do not know how Mr. Allen thinks.

Hon. Mr. Mancini: I would like to proceed on the basis that the critics have asked questions and I would like to respond to them.

Mrs. Marland: Are they written?

Hon. Mr. Mancini: No, they are in point form. They were prepared to assist me; they were not prepared in written form. I have to have a lot of points in order to give a comprehensive answer.

1720

Mr. Allen: Perhaps we could allow ourselves—what have we got now?—an hour and a half to two hours to deal with interaction around the minister's responses.

I recall last year, when we got into this format, it did become something of a second minister's statement. It was not accomplishing a great deal. The minister may have some much more precise and specific responding to do than we got last time around on this. If that is the case, the first few comments of his in response to our questions will let us know that. If you can be fairly precise in your responses, then I will not mind going into this exercise.

If it becomes a second minister's statement, in effect, then I would want to revert to the option that Mrs. Marland recommends and ask for the rest to be tabled whether it is in writing or in note form. Let us give it a try and see how we make out and move as quickly as we can.

Mr. Chairman: Could I ask one more thing? Is there any advantage to your questions being tabled in some way or going into the record in some way in order that they can be responded to in some other fashion? I simply ask that. I do not know how many you have or how detailed they are.

Mrs. Marland: Sure, my frustration will be that we probably have only two and a half hours left, including Thursday. I want to be able to ask these questions and I am quite sure Dr. Allen still has questions going through the items.

Mr. Chairman: We would very much like to cover the estimates, but it is up to you. There may be areas which are more important at the moment than others. Going back to your question, is there some way you could get those to the ministry in order that they can be ready to respond? I simply ask that.

Mrs. Marland: I have to put my questions into the record in Hansard and then get answers.

Mr. Allen: No, I would disagree with that procedure. I think in that case one is simply tabling questions in the House, the way one normally does, and getting the answers back. I think the committee process is meant to be oral and open in that sense, and interactive, so I personally would not want to see us fall into that practice.

Mr. Chairman: OK, so we will proceed with the minister's response.

Mr. Allen: I think I would be happy, and perhaps Mrs. Marland would agree, if the minister could put through a bang-bang response on each of the items and run us right through them quickly, then we can come back to the one or two that we might want to pick up on again. That might save us time in terms of getting the action going right now.

Mrs. Marland: Right.

Hon. Mr. Mancini: As I said earlier, it is up to the committee to decide what items are important. I was just offering to take whatever time was needed on any items. Anyway, so we can start here, both opposition critics had a word or two to say about me as minister, the office, the role of the minister and the role of the office.

I was very pleased, actually, when Ron McInnes responded somewhat to those same questions and when he stated very clearly that it was important to have a minister at the cabinet table who spoke independently and brought views forward, such as the views that are prepared by the advisory council. To have the work of this office done by the Ministry of

Community and Social Services would diminish the opportunity for improvement of services and making changes on behalf of disabled persons.

Maybe what caused my colleagues some concern yesterday was when I said—and I will quote what I said on page 13—"It is not appropriate for me to discuss specific operational issues falling within the responsibility of line ministries." I can certainly discuss them but I cannot be publicly accountable for a particular problem in some nursing home in Hamilton or in Mississauga, as the operation of those particular institutions does not really come under my full jurisdiction. But I certainly will be more than accountable and more than responsive for any program that we administer.

Our job, as I see it, is to promote change, to promote the integration of the disabled into our society and to do it without being encumbered by any other ministry or by any other departments in the ministry. I think that is the real key to success for change here.

I was asked yesterday, "Do you know about a certain study being done?" I am sure all of us realize—some of us who have been here for years, some for two years or some for five years—know that every ministry is undertaking studies at all times, for any number of reasons. To expect us to be aware of or to be involved in every single study or every particular operation in a ministry as large as the Ministry of Community and Social Services is really not possible.

Just for your own information, our policy section consists of nine person-years, including two support staff, and this section is extensively involved in approximately 20 interministerial committees and study groups. With the resources that we have, I think that we are undertaking a great amount of work.

So I can tell you that, on the major issues—and all the major issues come before the cabinet committees and all the major issues come before the cabinet—and at those places, and, also, where the deputies meet, Mr. Sauvé is there. At those places the disabled have a voice which is in no way encumbered.

I have no luggage to carry because three departments in my ministry cannot agree on what we should do. I am there to speak specifically and solely for the disabled. When these major policy issues come forward, I state my case with the resources that we have used to be able to prepare a comprehensive case. I said publicly, and I do not mind repeating it again here because it is the truth, that a lot of this is going to fall on my shoulders because I have to be able to gain the

respect of the other ministers who have significant roles to play. If that is possible and if that is accomplished, when there are significant issues, like those we are dealing with right now, these ministers will invite me to cabinet committees of which I am not a full member, or a part of, to be there when these matters are discussed, which is exactly what is happening now.

Before these major policy issues come forward, the ministers will call and say, "We need your advice. We need your input." Once that is done, the role will be institutionalized and that is really my main objective. My goal is not to have the ministry based on a strong personality, but I want the ministry to be institutionalized and to be able to stand on its own.

We have to realize that this ministry is only two years old. In comparison to the major ministries of the government, this ministry is just a baby. This office is just a baby. It is not the Ministry of Natural Resources, which has been around since Confederation. I say to my colleagues that when we look at it in that perspective and we look at what has happened through my particular eyes anyway, from September 29 until December 15, I can say that the office is taken seriously by the cabinet ministers and that Mr. Sauvé's work is taken seriously by the deputy ministers. The Premier himself has stated on a number of occasions that these issues are important to the government as a corporation.

I know that you may have some concerns. I would just ask you to think about some of the things that I have said and, hopefully, accept the fact—which I believe, anyway—that this office has a significant role to play and our job is to continue to build on what is here and to make sure that the changes continue to take place.

Yesterday the matter of Father Sean O'Sullivan's report on advocacy was raised and I want to let the committee members know that I am not only very impressed with the report that has been done, but also am very anxious that something be done with the report.

1730

On my own initiative as minister, I convened a meeting with my staff and with Mr. Sauvé and the ministry staff. We have, in the last few weeks, held two important meetings with Father O'Sullivan, and will continue in the future to have meetings with Father O'Sullivan.

I hope something positive can be done with this report. I know it was commissioned by the Attorney General (Mr. Scott), who is very interested in it. I will work with the Attorney General, the Minister of Community and Social

Services (Mr. Sweeney) and others to ensure that something positive happens. I hope that something positive happens and I am using whatever energies I have and the strength of my office to try to move this forward.

The matter of the unproclaimed sections of the Ontario Human Rights Code was raised by Mr. Allen. I want to let you know, Mr. Allen, that one of the first things I did when I became minister was to write a letter to the Minister of Citizenship (Mr. Phillips) back in October outlining my deep concerns about this. Since then, I have had a meeting with the minister's senior staff and Mr. Sauvé, with my staff in attendance. This was followed by another meeting with Mr. Phillips, the Attorney General and me.

I hope to have the opportunity to appear before different cabinet committees when the matter is discussed. I hope to be able to be very supportive of Mr. Phillips. As he stated in the Legislature only a week or so ago, his intention, his agenda is to move this forward. I intend to be there with him and to offer him whatever support I can. Our movement on this has been at our own initiative because we feel that it is important.

Mr. Allen, you were also concerned about increased accessibility to post-secondary education. The office views the issue of increased accessibility for disabled persons to post-secondary education from two perspectives. One is, of course, the removal of physical barriers to access. The second is the provision of support services and alternative modes of program delivery to meet the special needs of disabled students.

Post-secondary institutions have recognized their responsibility to meet the special needs of disabled students. For example, I want to bring to your attention the committee of presidents of the Ontario colleges of applied arts and technology. They have established a task force to investigate college services to special-needs students.

I may add at this point that they are ahead of their university colleagues. We have been working closely with the Ministry of Colleges and Universities to develop a positive response to the report which has been prepared by the task force. Our office is a member of the colleges' implementation committee, which is currently developing measures to implement the recommendations of the task force.

As an initial response—and I am quite excited about this—I am pleased to say that the Ministry of Colleges and Universities has provided an increase of \$3.1 million to the colleges to

improve services to special-needs students. That money is not going to be used for any other reason. This money is only going to be used for special needs students, period.

We are going to have a role to play and I am excited that this has in fact happened. The office will be working with the Ministry of Colleges and Universities and the implementation committee to develop specific proposals as to how the new money could be best spent.

Vocational rehabilitation services and the Ontario student assistance program funding policy was also a matter raised by Mr. Allen. The decision to channel funding to full-time disabled students through OSAP instead of VRS was based on government policy to provide services to disabled persons through generic programs wherever possible, instead of through special programs targeted only at disabled persons. I think you might recognize the reason for this.

At the time of the change, my colleague the Minister of Community and Social Services gave a firm commitment to the disabled community that any hardship case resulting from the changeover would be dealt with on an individual basis by his ministry. To date, no such cases have been brought to the attention of the ministry or the Office for Disabled Persons. I would therefore like to invite you, Mr. Allen, to refer the problem that you raised yesterday to myself as minister so that I can review it and then bring it to the Minister of Community and Social Services for his action.

Mr. Allen also raised the matter concerning employment of disabled persons. The government undertook the I Count survey in 1986, I believe. Was it 1986?

Mr. Sauvé: June 1986.

Hon. Mr. Mancini: Yes, June 1986, to get a good picture of the public service. We found that 5.9 per cent of the respondents to our survey have a disability. I believe and, many of the senior people in my office believe, that the figure is higher, that people do not respond or do not discuss or wish to discuss their disability.

Mr. Allen: What was the percentage?

Hon. Mr. Mancini: It was 5.9 per cent.

As my senior adviser said, this was a self-identification program and just as some people might not have wanted to respond by saying, "Yes, I was born in Italy;" other people might not have wanted to say, "Yes, I am disabled."

Now that we have a clearer picture of what is out there, we have a better understanding of what we should do.

I will be the first one to say that, if you are working within the Ontario public service and then become disabled, I think the track record of the public service for taking people back and giving them an environment where they can work appropriately has been fairly good. I would like the track record of employing and hiring disabled people to, in fact, improve. That is one of the modest goals we have set for ourselves at the office. In case you are interested, between 28 per cent and 30 per cent of the staff of the Office for Disabled Persons—at least—have one disability or another. We are trying to lead the way.

The visibility and promotion of the office was also brought up. Again, I want to repeat, we have been around for two years. Mr. Allen mentioned yesterday that he called some 20, 30, 40 agencies in Hamilton and only a third or even less knew who the minister was, meaning myself, or about the office. I would say with great respect, Mr. Hamilton, you are the critic for your party.

Mr. Allen: Only one constituency though.

Hon. Mr. Mancini: I am sorry, Mr. Allen; I would say with great respect, if you called the agencies in Windsor and Essex county, I doubt if you would do any better.

Mr. Allen: That is what I was trying to point out.

Hon. Mr. Mancini: The point is—and I am sure you realize it—that unless you had a long period of time or unless you had a lot of money to spend, the results you were able to find are only natural. As a matter of fact, even before you raised the matter of Hamilton, we were in the middle of arranging a visit to Hamilton and I will be meeting with a number of groups. So, had the estimates taken place six months from now, I think the results of your survey would have been better.

I feel the criticism in that area is somewhat unfair in that we really have not had the money to do the big promotion. We are a brand new office and, as I said yesterday, for the first time the office is going to have some money to put in place a major advertising initiative. We will have \$300,000. The advertising agency will help us spend that money appropriately so that we can get the most advantage, I guess, from the \$300,000. We have no regional offices, you are aware of that, so in that respect we are unable to raise our profile that way.

1740

I also say to you that I do not particularly like to spend a lot of money on advertising, because I see a lot of need out there that I want to fill. There

is a lot of need that should be met. Every dollar we spend on advertising, no matter how important it is, is one dollar less that we have to meet real needs. I understand your concerns about the visibility of the office. When we put that in perspective, I think the office has done quite well.

Both critics, Richard Allen and Margaret Marland, raised the transportation issue yesterday. That is a major issue, there is no doubt about that.

The interministerial committee on accessible transportation was mandated to research and report back to cabinet on options for its consideration. It is a committee of civil servants, and while it has received delegations and briefs from the outside, it is answerable only to the Minister of Transportation (Mr. Fulton). As such, it is not dissimilar to hundreds of other committees at work within and around the government.

It will be up to cabinet to decide whether its report should be publicly released and it will be up to cabinet to decide just what issues it wants to focus on. I want to repeat again, that is where I will be, at the cabinet table with my colleagues, promoting the issues that are of concern to the disabled. Maybe you are not aware of this, but only Ontario and Quebec have cabinet ministers who sit at the table independently and are able to speak for this important community.

You referred to the Freedom to Move is Life Itself report, which was an excellent report. I am familiar with it. It was a great report. However, it did not address two important areas, and they are technical and financial issues. Those areas have to be addressed, and as a reasonable person I think you understand why; both my critics are reasonable.

The guaranteed annual income system for the aged and the guaranteed annual income system for the disabled, the Canada pension plan increase—this matter was brought up I do not know how many times in the Legislature during the last session. The answer that was given by the Minister of Community and Social Services at that time is basically the answer you are going to be receiving from me.

Your concern is why the government did not pass on the \$150 increase, which would have affected 13,000 disabled people in Ontario. I want to repeat what the Minister of Community and Social Services said at the time. There are 86,000 recipients of Gains-D. Had we taken that money and given it to 13,000 people, we would have created two classes of disabled people in

this province. What we did instead, which I think was far more beneficial, was we gave everybody a \$50 increase. That cost the Treasury \$23.6 million. As far as I am concerned, I think the Minister of Community and Social Services did the right thing.

Mrs. Marland: It cost how much again?

Hon. Mr. Mancini: It cost \$23.6 million, the \$50 increase.

Mrs. Marland: That is after the federal \$150?

Hon. Mr. Mancini: For 13,000 people.

Mr. Sauvé: I am not sure if that is the net cost.

Mrs. Marland: I did not think so.

Mr. Sauvé: But it was very close, one to the other. We could get that answer for you for Thursday.

Mrs. Marland: I think, in fairness, 13,000 times \$150 has to be equated in there.

Hon. Mr. Mancini: I will let my colleagues do that.

I just want to point out from our perspective, from our view, it was decided from a corporate point of view that this was the way we should go. I understand the concerns that have been raised, not only by yourself but by others. I have found that no matter whom I am speaking with, once I give the explanation of what was done I find their response is fairly positive.

Yesterday, both critics raised the assistive devices program. I guess this is an area where we could spend some of our advertising dollars because in many of the small trips or visits that I have made this matter keeps coming up. Unfortunately, I found that many people do not know what we have done on this particular issue, which is a very important one.

Let us go back four or five years. I highly doubt if there was any more than \$6 million or \$7 million a year being spent on assistive devices. Since this government took office a little over two years ago, we have put in place a policy that will, by March 1989, cost \$67 million every year. Whatever increases there will be are on top of this. By March 1989, everyone will be covered.

Mrs. Marland: Do you have the figure for this year?

Hon. Mr. Mancini: In 1986-87 it was \$13.8 million.

Mrs. Marland: In 1986-87?

Hon. Mr. Mancini: In 1986-87 it was \$13.8 million. I think I was really generous when I said four or five years ago we were spending maybe

\$6 million. Maybe we can cut that in half. We have gone, say, from \$3 million—am I incorrect?

Mr. Sauvé: That is correct. This year, in 1987-88, we will spend \$23.7 million. It is going from \$23.7 million to \$67 million.

Hon. Mr. Mancini: When we look at a program that was maybe \$3 million three or four years ago, and by March 1989 it is going to be \$67 million every year, plus whatever adjustments are made, I think this government has made tremendous strides with the assistive devices program. I hear nothing else from the people who know about the program. As far as I am concerned, we have been complimented on the giant step we have taken. I mean if we were able to do this in all other areas, it would be tremendous.

Mrs. Marland: My question was based on—is it 75 per cent of the cost—

Hon. Mr. Mancini: It is 75 per cent.

Mrs. Marland: —or 100 per cent?

Hon. Mr. Mancini: One hundred per cent of the people are being covered for 75 per cent of the cost.

Mrs. Marland: Okay, because the Premier's promise was 100 per cent of the cost.

Hon. Mr. Mancini: No. The Premier's promise was 100 per cent of the people would be covered, which is going to cost the Treasury \$67 million. I think this is quite a promise that was made by the Premier. A promise that we have kept with full implementation by March 1989. I think the committee members should know this. It is very important.

Mr. Sauvé: May I make a comment to the previous—

Hon. Mr. Mancini: Certainly. Mr. Sauvé has a comment.

Mr. Sauvé: On the question of the Gains-D, Canada pension plan: \$150 versus the \$50. My calculation says that the \$23.6 million was a net increase to this province. This was over and beyond the \$150. If you calculate the \$150 times 13,000 you come out to roughly \$23.5 million—\$43 million less \$19.5 million. Giving everyone a \$50 increase was a net increase to the province.

Hon. Mr. Mancini: Margaret Marland, the critic for the Conservative Party, had some comments yesterday about the Easter Seal program. You asked about the funding for the Easter Seal program and how it related to the \$5.4-million housing allocation for disabled persons.

The initial \$1.7 million granted to the Easter Seal Society last spring for home retrofit purposes was part of the disabled housing allocation of \$14 million over three years, 1986-87 to 1988-89. The \$5.4 million in 1987-88 for disabled housing is supporting both short- and long-term initiatives to modify housing, to increase accessible rental stock, to enrich attendant care services, to improve information linkages between housing suppliers and disabled consumers and to conduct research so that we can move towards longer-term strategies. I have a breakdown—

Mrs. Marland: You actually have about four or five programs in that \$5.4 million?

1750

Hon. Mr. Mancini: Yes. I can give you that breakdown right now, Margaret. The Easter Seal grant was \$1.7 million; the grant to the Barrier-Free Design Centre was \$200,000; Ontario home renewal program for the disabled, \$3.15 million; low-rise rehabilitation program, \$1.1 million; convert-to-rent program, \$900,000; attendant care enrichment, \$4.29 million; the home-link project, which I talked about yesterday, was \$600,000; public awareness campaign, \$1 million; Barrier-Free Design Centre consultation and seminars, \$600,000; housing research, \$425,000; evaluation, \$35,000.

Now, we were able to—

Mrs. Marland: I wonder, Mr. Minister—excuse me interrupting.

Hon. Mr. Mancini: Yes.

Mrs. Marland: I am wondering, since you do have that information printed, if the clerk could have it copied so that we get it tomorrow so we can review it for Thursday.

Hon. Mr. Mancini: Yes, that is not a problem. This is probably the most detailed answer I have, because I wanted it broken down so that we could see it. Then we have the announcement, the \$1.1 million, this week. I have been lobbying the Minister of Housing (Ms. Hošek) to put more money—and I will say this to my colleagues—into the Ontario home renewal program for the disabled. Maybe we will see some progress there.

Mrs. Marland: Just to refer to my statement that apparently the Premier did promise full coverage of all assistive devices for residents of all ages: it was not 75 per cent; it was a promise of full coverage.

Hon. Mr. Mancini: No. He promised full coverage for people of all ages, which means 100

per cent of the people. That is what the Premier promised.

Mrs. Marland: It says "all assistive devices."

Hon. Mr. Mancini: Right. One hundred per cent of the people for all assistive devices is 100 per cent up to 75 per cent of the cost. I refer again to the bottom line of \$67 million a year, which is in the system forever.

Mrs. Marland: Yes, I see that, Mr. Minister, the \$67 million; but what I am saying is that the expectation of the public was that the full cost of the devices was covered for all people. I just want to be clear this is not what is covered.

Hon. Mr. Mancini: I beg to disagree with you. I think we have kept our promise; but you do not think so. We will just agree to disagree.

Also, to give you a better idea of some of the things our office is doing—and how we are being used, I guess I could say—I have had broken down the number of inquiries that we have received. For example, for September, October and November 1987, the information unit of our office received 1,452 inquiries. On the access fund, we have received 551 inquiries; on the issue of accommodation we have received 60 inquiries.

Mrs. Marland: It was 551 on the—

Hon. Mr. Mancini: Access fund.

Mrs. Marland: This is something else we should have copies of too.

Hon. Mr. Mancini: Okay; do you want me to finish reading them out?

Mrs. Marland: Yes.

Hon. Mr. Mancini: Okay. On employment there were 62; income maintenance, 87; publications, 306; transportation, 68 calls. The total number of hours spent answering calls and gathering information came to 149. We had 389 referrals to appropriate services. Publications and other materials are mailed out on a daily basis. Just the other day I mailed some 30 publications to the chairman of the committee, which I know he will be able to read over the Christmas holidays, because it will take him at least two weeks.

Mr. Chairman: I appreciate it very much, Mr. Minister. Thank you.

Hon. Mr. Mancini: Can we have that copied?

Mr. Chairman: Yes, by all means.

Hon. Mr. Mancini: Mrs. Marland also asked about the access fund; specifically, how many inquiries were made of the access fund. I think I have just answered that for the telephone. The office also received 786 inquiries through mail or

through the 1-800 number. All 786 individuals or groups were sent forms and the book, which has the application in it.

In addition, we had sent out 5,000 applications, which were distributed throughout the province on our own initiative to various organizations.

Mr. Allen: Mr. Chairman, I wonder if the minister will give us that copy. I would like to sort of finish the whole series of his responses this afternoon. This statistical stuff can be handed to us quite quickly if it does not require any commentary at all.

Hon. Mr. Mancini: I am in your hands.

Mr. Chairman: Should I take Clem's or do you want to keep yours? I will take Clem's but you keep this.

Hon. Mr. Mancini: I am in your hands.

One more question that Mrs. Marland felt was important was Project 3000. Under Project 3000, allocations were made in two phases, in January and in June 1987. A total of 820 units were allocated to disabled persons. The units in four projects are now completed and occupied.

Mrs. Marland: How many units is that?

Hon. Mr. Mancini: A total of 820.

Mrs. Marland: There are 820 allocated. What was the next sentence?

Hon. Mr. Mancini: The units in four projects are now completed and occupied.

Mrs. Marland: Right. How many units in four projects?

Hon. Mr. Mancini: I will have a copy of that made, Mr. Chairman.

Mrs. Marland: I am sorry.

Hon. Mr. Mancini: We will get the answer for you.

Mrs. Marland: We need to know how many units in those four projects.

Hon. Mr. Mancini: It will be done.

Mrs. Marland: Thank you.

Hon. Mr. Mancini: That pretty well does it. I am sorry I have gone through them as rapidly as I have, but I have been trying to obey the wish of the committee.

Mr. Chairman: I think the minister was very clear. We have about two minutes. There are a couple of housekeeping things I would like to do.

Mr. Allen: On the very last point so I am clear about it. As I read the August 17 news release of the minister that relates to the Project 3000, it talks in terms of the housing being made available to various groups: disabled, battered

spouses, low-income singles and so on. Does the 800 simply apply to the physically disabled? Are there any other disability groups that come in any other respect under the whole program?

Hon. Mr. Mancini: We will get that for you. We will have that first thing Thursday.

Mr. Allen: Is it your understanding that the newly announced program of the minister for 1,000 units over three years is entirely for the disabled? Or again is it allocated across hard-to-serve tenants which include disabled, battered spouses, etc?

Mr. Sauvé: Yes, that is the Supportive Community Living demonstration project.

Mr. Allen: Supportive Community Living; so it has got that full broad range of—

Mr. Sauvé: It is for all of those populations except adult offenders.

Mr. Allen: Were those in Project 3000 intended to be supportive living also?

Mr. Sauvé: They could be a mixture. They might not all be supportive service living units, but they would all be fully accessible and would provide whatever level of care the various residents would be needing, but not necessarily a full supportive service living arrangement.

Mrs. Marland: I think it is very helpful to have these answers even in this form. So, between now and tomorrow afternoon could the clerk give us the copies of all of the answers sheets from which the minister has read?

Hon. Mr. Mancini: These were personal notes that were prepared for me. I do not mind giving those out because those are more statistical data, but I would like my personal notes kept for myself, if you do not mind.

Mrs. Marland: That is fine. I just thought—

Mr. Chairman: I might say we do have two more.

Mrs. Marland: OK.

Mr. Chairman: I am sure within a few minutes the others that we have will be here.

Mrs. Marland: OK. As long as we have them tomorrow, then he does not have to rush tonight.

Mr. Chairman: I think we can do it now. Thank you, Minister.

Hon. Mr. Mancini: Thank you.

Mr. Chairman: I wonder if I could just go through a few things before we do adjourn. First of all, with regard to Thursday and how we proceed, so that people here and ourselves have some idea. What would you prefer? Do we begin

with, for example, Mrs. Marland's questions or Richard's?

Mrs. Marland: I think in fairness it is Dr. Allen's turn.

1800

Mr. Allen: I think that my preference would be to at least split our remaining time I suppose in half, first, picking up some issues that arise out of the minister's responses; and second, asking new questions that we want to raise with the minister specifically in terms of issue areas.

I do not know how many questions Mrs. Marland has got. I have a few—not many—that just simply arise in flipping over the pages of the estimates book as we go to aspects of the various votes. We will have some time left over in fact—will we not—if want to use it? About an hour or so?

Interjection.

Mr. Allen: If everything goes clear on Thursday. We had two and a half hours the other day. We had about an hour and a quarter today.

Mr. Chairman: Yes. In fact, as I understand it, Richard, we cannot go beyond 6 p.m.

Mr. Allen: No, we cannot.

Mr. Chairman: So we would have to meet again.

Mr. Allen: There would be an opportunity to—

Mr. Chairman: Yes.

Mr. Allen: Possibly.

Mr. Chairman: Possibly.

Mr. Allen: Although it could get wiped out. These things happen.

Mr. Chairman: Yes. So 50 per cent in this way and 50 per cent roughly the other way. I think it would be quite appropriate if the other members of the committee could appear in the rotation.

Mr. Allen: Yes, sure.

Mr. Chairman: Are there any other suggestions as to how we proceed with this?

Mr. Allen: As long as they do not give the minister too hard a time.

Hon. Mr. Mancini: You seem to be doing OK so far.

Mr. Chairman: The second thing, then, is that you may or may not be aware of the change in the vote. I think Mr. Sauvé has a sheet which shows there is in fact a technicality. The amount that we will be voting on is in fact less than the amount that is before us because there has been

another special warrant. Mr. Sauvé, if you could pass this around.

Mrs. Marland: This was one of the questions that I had. Are these the updated reports?

Mr. Chairman: They are actually the revised estimates.

Mrs. Marland: These are.

Mr. Chairman: This sheet you have is page 10 of the 1987-1988 estimates revised. You will see that the amount that we actually vote on is \$2.519 million as distinct from the \$3.419 million. This has to do with another warrant. There is a warrant of \$1 million in the estimates that is before us. There is another special warrant of \$900,000; and this, I understand, has been approved.

There is \$1 million in the sheets that we have. As I understand it, this is money that is allocated while the Legislature is not sitting and, therefore, does not appear under the vote. So the amount that we are examining here is simply less for this \$900,000.

Mr. Allen: What you are telling us is that your overall estimates remain at \$4.432 million, etc.

Mr. Sauvé: Absolutely.

Mr. Allen: But that there have been moneys advanced in various ways that have made it possible for—

Mr. Sauvé: That is correct.

Mr. Chairman: This committee only operates on the lower figure. Are there any other questions on this?

Margaret, for Thursday as there will likely be a vote, I would hope that there would be an official substitute or official representative of your party.

Mrs. Marland: You want my slip of paper?

Mr. Chairman: It obviously does not matter for the moment, but when it comes to a vote I think it is important.

Mrs. Marland: I will make sure I come with my slip of paper.

Mr. Chairman: The clerk and I, at the beginning of the next meeting, have an appointment with the Speaker and we will not be here. Linda LeBourdais will in fact be in the chair for a time that is indefinite.

Mrs. Marland: That is good. There will be one less person to ask questions.

Mr. Chairman: It being past 6 p.m., we should now adjourn until after routine proceedings on Thursday, when we will meet in this room.

The committee adjourned at 6:04 p.m.

CONTENTS**Tuesday, December 15, 1987****Estimates, Office for Disabled Persons**

Office for Disabled Persons program	S-115
Adjournment	S-127

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Adams, Peter (Peterborough L)**Vice-Chairman:** LeBourdais, Linda (Etobicoke West L)

Allen, Richard (Hamilton West NDP)

Campbell, Sterling (Sudbury L)

Cousens, W. Donald (Markham PC)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

McClelland, Carman (Brampton North L)

McGuinty, Dalton J. (Ottawa South L)

O'Neill, Yvonne (Ottawa-Rideau L)

Tatham, Charlie (Oxford L)

Also taking part:

Marland, Margaret (Mississauga South PC)

Clerk: Carrozza, Franco**Witnesses:****From the Ontario Advisory Council for Disabled Persons:**

McInnes, Ronald W., Chairman

From the Office for Disabled Persons:

Mancini, Hon. Remo, Minister without Portfolio (Essex South L)

Sauvé, Clem, Senior Adviser



CANON
NO. 12
- S-77

No. S-6

Hansard

Official Report of Debates

Legislative Assembly of Ontario



Standing Committee on Social Development
Estimates, Office for Disabled Persons

First Session, 34th Parliament
Thursday, December 17, 1987

Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, December 17, 1987

The committee met at 3:50 p.m. in room 151.
After other business:

1557

**ESTIMATES, OFFICE FOR
DISABLED PERSONS**
(continued)

On vote 1101, Office for Disabled Persons program:

The Vice-Chairman: At this point, then, I guess we are ready to resume questioning. I do not know whether Mr. Allen or Mr. Johnston is going to begin on this issue.

Mr. Allen: I think we were just at the point of picking up in response to the minister's response to the responses.

Hon. Mr. Mancini: Before we get into the response to the responses, can I take a few seconds to introduce to members of the committee some staff who are here today? Gerry Clarke, the co-ordinator of information services, is here. Thank you for coming, Gerry. Lucy Chong, co-ordinator of administration and financial services; Maryann Lisk, policy analyst; and Gloria McShane, senior communications officer. Thank you for coming. If there are any questions my staff might help me answer, Mr. Allen and members of the committee, please do not hesitate to join me in calling them forward.

Mr. Allen: Thank you for the detailed information in some of the responses, the figures in particular on some of the housing stuff, etc., but you did spend some time trying to convince us that you were responsible to this committee only for the simple line items in your own estimates and that you were not able, in terms of cabinet solidarity or other considerations, to talk with us in any detail about programs coming forward through other ministries or about conversations and debates you were having with other ministers around issues concerning the disabled; that we therefore had to be confined to a fairly narrow line of questioning. I gather that was the implication.

I just want to be sure I heard you correctly on that, because my sense is that if you are undertaking to be an advocate for the disabled community across the whole front of government, and if, at the same time, you are reporting

to this committee, then presumably you should be discussing with us and informing us of initiatives in process, of what you yourself are advocating: whether on questions relating to transportation or housing or whether on matters concerning items in the Human Rights Code; whether it is vocational rehabilitation versus vocational rehabilitation combined with the Ontario student assistance program for some people who are having trouble in that regard and so on—that is what are you directly saying?

When you came back and told us, for example with regard to the amendment to the Human Rights Code, that you had arranged two meetings and that when it came to matters of transportation you would be at the table, frankly, that did not tell us very much and it was not very helpful to the committee. It was useful up to a point, I suppose, to know that you had taken enough initiative to have arranged two meetings and to give us the commitment that you would be at the table when transportation issues were discussed; but if the committee is going to wrestle with those issues, we presumably have to know more than just that you are there, and presumably the disabled community has to know a little bit more than just that you are there.

Did I mishear you? Run all that accountability stuff by me again, because it certainly sounded awfully restricting, as far as I was concerned, almost to the point of making the committee not entirely useless but relatively so.

Mr. R. F. Johnston: On a point of order, Madam Chairman: Before we go any further, it is a tradition in this committee that there be no smoking, and I would suggest that we maintain the rule if we can. There are those of us here who have health problems who do not appreciate being abused by other people's smoke. I would like the tradition of not having smoking in this committee—especially since it deals with health, handicap and other matters—to be maintained, and the minister might respect it, as well as other people in the room.

Hon. Mr. Mancini: Thank you for the information on what this particular committee does, Mr. Johnston. I will make a notation.

Mr. R. F. Johnston: Soon the whole House will follow.

Hon. Mr. Mancini: I will make a notation.

I know Mr. Allen does not do this purposely, but I think in a way he inadvertently stated or put words in my mouth that really did not come out in that particular fashion, or you may have misunderstood what I was saying.

What I was telling you was that I cannot be responsible for the everyday operations which are involved in some of these line ministries. I believe I gave you a great deal of information about what I was doing, because I know that you and all members of this committee are very concerned about that. But the operations of the nursing homes and the operations of other facilities that are being run by the other ministries are the job of that minister, and that minister must be accountable for them.

So I want to repeat again, I cannot be held accountable for the operations of the line ministries, and I think you know that. I do not think you would expect a ministry of some 40 persons to be accountable for the everyday operations of several huge ministries. I do not think you would expect us to do that.

We are policy oriented, and you know that. We have been that way for the last two years, since the creation of this ministry. I stated on a number of occasions that this is a brand-new office, just newly created, and we have, I believe, some very good ideas that I hope we will be able to move forward with. We have now some minimal programs, as compared to the programs that are in some of these line ministries. I think they are very important, although when you compare the expenditures you could say they are minimal, but they are very important.

I want the committee members to be very, very clear that; yes, I am accountable for the policy procedures, which we all discuss around the cabinet table, that affect the disabled community. If I did not make it clear myself earlier on, I am trying to make it clear now.

Mr. Allen: Just a minute; that is not the question. I do not expect you to answer to this committee for everything that Mr. Sweeney does in relation to the disabled or—

Hon. Mr. Mancini: You named two things that you are concerned about from a policy point of view that I did not address.

Mr. Allen: Would you let me finish?

I expect that you would be able, obviously, to report to this committee on expenditures, activities, policy developments and so on after they have happened. That is no big deal. Anybody can access that information any time. So I am not

asking you to be accountable to this committee for the items that other ministers are accountable for to other committees.

What I was trying to get at was whether you were accessible to this committee in terms of your own positions vis-à-vis matters that are, in the first instance, the responsibility of those other ministers inasmuch as you have adopted the role of an advocate for the disabled across the whole front of government.

Hon. Mr. Mancini: Like all other ministers, I am bound by what goes on in the cabinet committees and by what happens at the cabinet table.

Mr. Allen: You are telling me that cabinet solidarity precludes you from getting into any of that matter with us. Is that what you are saying?

Hon. Mr. Mancini: I think I got into the issues which are important in great detail. If you have some specific questions which you do not think I answered with enough detail, please bring them forward and we will try to discuss them. I thought I was pretty open and pretty forthcoming. I talked about a number of things which are important to all members of this committee.

I do not think I stood back from any one of those important issues. I was the one who talked about the Human Rights Code amendment. I brought that out. I did not wait for anybody else to ask me about that. I was the one who—

Mr. Allen: That is because you speak first and you can bring everything you like out first obviously, but do not put that one on me.

Hon. Mr. Mancini: Yes, but I had the option of not talking about it. I had the option of not saying anything about that, but I informed the committee—

Mr. Allen: What did you tell us about it?

Hon. Mr. Mancini: Why did I tell you about it?

Mr. Allen: What did you tell us about it?

Hon. Mr. Mancini: I told you that the view of the government was, and my view was, that it is very important. Then I automatically assumed that you would have been interested and that the committee members would have been interested to find out what I was doing if I had thought that it was important.

Mr. Allen: And that was what we did. We asked you and you told us you would arrange two meetings.

Hon. Mr. Mancini: At the ministerial level.

Mr. Allen: Exactly.

Hon. Mr. Mancini: And things are moving.

Mr. Allen: What does that tell me?

Hon. Mr. Mancini: What do you want to know, Mr. Allen? Tell me what you want to know.

Mr. Allen: I would like to know what problem you have with whatever problem the Minister of Housing (Ms. Hošek) or the Minister of Transportation (Mr. Fulton) has with regard to getting this amendment in place and getting it proclaimed. I am no farther ahead than I was at the beginning of the estimates on that particular question. That is what I am trying to find out, whether in an issue like that you can tell us what is happening inside government or whether you cannot. Because if you cannot and all you can tell us is that you are having one meeting or another and nothing more than that, then you really are not telling us very much.

If you are telling us just exactly the same thing that the Minister of Housing told us and that Mr. Phillips told us that some day, something was going to happen, then we are not with you with respect to whatever you are saying inside government to try to get something done about it. What is the problem that the Minister of Transportation is having with it? What is the problem the Minister of Housing is having with that particular problem?

Hon. Mr. Mancini: You have been around here long enough and you are clever enough to know that the Minister of Transportation is never going to tell you what was said around the cabinet table or what problems are arising from any policy position.

Mr. Allen: Exactly.

Hon. Mr. Mancini: Exactly.

Mr. Allen: I try to find out as best I can what is happening inside his ministry. If you are not going to tell me, I will go somewhere else. I might better be spending my time doing that.

Hon. Mr. Mancini: That is your option.

I am surprised by your comments because I thought we were pretty open and pretty forthright, and I listed a number of things where I had the option of saying absolutely nothing. I felt that would not have been fair and it would not have been fair to my role. It was something I chose not to do. I wanted to show the committee that I was activist in my role and that I was concerned about the items that affect the disabled. That is why I brought all these things forward and that is why I mentioned them. That is why I mentioned about the consultations I was having with the Minister

of Housing about the Ontario home renewal program for the disabled.

That is why I mentioned about the meetings that I have been setting up in regard to the Human Rights Code. That is why I talked about the interministerial committees. I chose to talk about these items because I wanted the committee members to know that the Minister without Portfolio responsible for disabled persons was being activist, was being consulted and was advancing things which I consider to be important. If you want to know from me what a particular cabinet minister said at a particular cabinet committee meeting, you know that I cannot tell you that, Mr. Allen.

Mr. Allen: All you are doing is really making my point. This committee is not fundamentally interested in sitting and listening to a minister who provides us essentially with a sociogram of his interactions with people as distinct from the substance of what is going on.

Hon. Mr. Mancini: All ministers do that. The only difference between some of the mainline ministries and this office is that some of them have been around since the days of Confederation and they have large day-to-day operations. You know that. All committee members know that. That is the biggest difference.

1610

Mr. McClelland: Perhaps by way of compromise, I understand full well that the minister would not even mention and I would not even presume to ask him what was discussed in cabinet. I do not know if this is what Dr. Allen is looking for. Mr. Mancini, you talked about some of your deliberations and discussion with cabinet colleagues, and I think you have touched on it. Perhaps you would want to flesh it out somewhat and tell us some of the direct results that we have seen, those things that have been done. If you want to summarize in terms of program the things that we have seen and capsulize for us the positive results that we have evidence of and active programs, to me that seems to be—

Mr. Allen: The problem I have is that if this is the level of operations that we are into, the minister can always report to us what other ministers have done. We never really know and never will find out what role he himself played in the accomplishment of those events, simply because all he can tell us is that he was at a series of meetings. If that is all that we are at, then what I am suggesting is that we need to be very clear as to what our limits are. I am sure some people came to this committee and expected, when this

kind of office was set up, that something more substantial was going to happen and that we would know more, in a greater inside sense, what the minister would be doing as an advocate for the disabled.

Hon. Mr. Mancini: Let us be very clear about what you expect. You expect me to tell you what other ministers' positions and views are when we held cabinet committee meetings? Is that what you are expecting me to tell you?

Mr. Allen: I would like you to tell us, when you sit down with the Minister of Transportation, for example, exactly what you propose to him.

Hon. Mr. Mancini: That is done through the interministerial committees, and that is done through the reports—

Mr. Allen: However that is done.

Hon. Mr. Mancini: —such as reports written by Ron McInnes and the advisory council. You know that, Mr. Allen.

Mr. Allen: You seem to be telling me that you cannot tell me that information. Is that the case?

Hon. Mr. Mancini: What I cannot tell you, Mr. Allen, is the positions that have been taken at our cabinet meetings. You know that. I have told you a number of the things that I have been advocating and a number of the things I believe strongly in and that I want to move forward in.

As far as your question is concerned, Mr. McClelland, just the recent announcement for the Easter Seals was one of the most recent things.

Mr. McClelland: That is the kind of thing that is indicative of the substantial results of what you are doing. I think that is the kind of thing that we can look at as—

Hon. Mr. Mancini: Let us not forget that I have been minister since September 29, which is not a long period of time, and I am hoping that over a period of time there will be a track record here that you can attach to this minister. I am hoping that will be the case. That is why I am here. I am not here because I want to be 250 miles away from my two daughters, who would like to see me during the week or sometimes on the weekends. I am not here because of that. I am here because I have some fundamental beliefs and I hope at the end of the term or at the end of the long road that I will be able to look back personally with some satisfaction and say: "Yes, I was there. I made a difference and a number of things happened." Then people like you, members of this committee, will judge.

Mr. Tatham: I think that is the basic thing. Looking at it from the taxpayers' point of view,

they say: "All right, we have this group. What have they done? Where have we started and how far have we progressed?" Is that not the idea of this committee?

Hon. Mr. Mancini: I am hoping so.

Mr. Tatham: That is what it is. Here is where we started from, here is where we are going to go and how far have we gone.

Mr. R. F. Johnston: Although the minister seems to want to personalize this a great deal, the problem is not to do with him or his own personal agenda as an individual. It has much to do with the difficulty for opposition members in dealing with the structure of your ministry, which was one of my great frustrations with your predecessor's role in all of this.

It is very difficult for us to know how effective you are being in terms of one aspect of your job as minister—not you as an individual but how effective a ministry is being—and that has to do with this advocacy work, if you cannot tell us in some detail what positions you take on certain matters and in specific meetings with cabinet colleagues, senior staff from other ministries or whatever. One of my presumptions in the beginning about this whole ministry was that it is never going to be as effective as it should be, because you do not have line ministry power and you do not have the kind of level of profile within the cabinet that is required to make the ministries toe the line.

Hon. Mr. Mancini: First, you say you do not want to personalize things and then you say I do not have the profile in cabinet.

Mr. R. F. Johnston: Not you as an individual.

Hon. Mr. Mancini: I want to say to you that I strongly disagree with you. I think the profile of this office in cabinet is very substantial.

Mr. R. F. Johnston: Let us go over the record.

Hon. Mr. Mancini: That is why, Mr. Johnston, I get invited to cabinet committees of which I am not a member, because they want to hear me advance the views of this office. If my profile was what you describe, I would not be getting these invitations.

Mr. R. F. Johnston: This is nonsense. I am sorry that your ego is so delicate that—

Hon. Mr. Mancini: It is not that delicate.

Mr. R. F. Johnston: —you have to decide to react personally to this. What we are talking about is the role of the minister responsible for your portfolio, not you as an individual, and that

ministry's power or lack of power within the process. The very fact that you are invited to meetings is a nice thing. I am glad that is keeping you busy and is the kind of thing that seems to be useful.

From an opposition perspective, we need to know what it is you are about and what you advocate, not just in the few little programs you have within your own ministry, but in general. Last time, when I asked your predecessor what he knew about the vocational rehabilitation review, he knew nothing about it. There was a real problem in terms of just what he was doing with the Ministry of Community and Social Services and the vocational rehabilitation review. It is very important for Mr. Allen and other opposition members to be able to know what precisely it is you are doing to make sure that the Human Rights Code amendments are actually being proceeded with and that we do not have to wait another year for that whole reasonable accommodation matter to be resolved. That is the kind of information we need access to.

I understand your problems about the confidentiality of certain kinds of cabinet meetings, but I feel that kind of concern for secrecy is often extended to meetings where it is not warranted; in fact, it just gets in the way of opposition members getting a clear understanding of what the ministry is about.

Hon. Mr. Mancini: I beg to disagree with you. You will be able to judge for yourself after a period of time goes by. If nothing is done for the disabled, then you will comfortably be able to say that the minister for the disabled did nothing. If things are advanced, if programs are put forward, if the Human Rights Code amendment is proclaimed, if the Ontario home renewal plan for the disabled is enhanced and if these other things happen, you will be able to say that the minister responsible for the disabled may have had something—

Mr. R. F. Johnston: No. The point is we will not know that at all.

Hon. Mr. Mancini: Sure you will.

Mr. R. F. Johnston: We do not know, for instance, if the changes made to the housing for the disabled last year were made because of an effective minister or because I raised questions in the House that caused embarrassment to the government. We had no idea what the minister was actually doing on those matters.

If, finally, there are some changes made on the human rights side of things, that will be nice to have. But how we will know what your role was in all of that, I do not have the foggiest. This is

one of the difficulties with the structure again. We can get you totally accountable within the lines of your ministry's portfolio as it exists, but as soon as you take on the role of advocacy, we somehow cannot at all get at what it is in reality that you do. That is all we are complaining about.

Hon. Mr. Mancini: I spent an hour on the first day of the estimates, if you want to take a few minutes to read some of my comments, and I thought I gave a fairly detailed account.

Mr. R. F. Johnston: I was going to read them over Christmas because I need some rest at that period.

Hon. Mr. Mancini: I think you would be happy when you finished, or it would put you in a better mood.

Mr. R. F. Johnston: I am in a great mood now. I am having fun.

Hon. Mr. Mancini: I just want to tell you that I thought I spent an hour—as a matter of fact, it was pointed out a couple of times that I spent an hour—giving a speech, talking about what I had done or not done. Mr. Johnston, that is the answer to your question. I have tried to answer your questions as openly and honestly as possible. I have tried to hide nothing. I have tried to be forthright. If that still causes you some concern, we will try to address your concerns as we go along.

Interjection: We will just keep trying.

Hon. Mr. Mancini: That is right. We will just keep trying; we will try to satisfy all the members of the committee. I feel very comfortable so far with what I have been able to tell the committee, and make no apologies.

The Vice-Chairman: Mr. Johnston, are you going to continue with this point or are we going to go to the third party?

Mr. Allen: The minister obviously is concerned to get results and I appreciate that, but if there are no results at the end of the day, we will not know whether he went down in bloody defeat along the way or whether something else—

Hon. Mr. Mancini: Mr. Allen, if the Minister of Transportation, for example, wanted to build a GO line from Toronto to Windsor and he brought that before cabinet and it went down to defeat, how would you ever know, anyway? How would you ever expect a minister to tell you that?

1620

Mr. Allen: We would have a way of finding that out, I expect.

Hon. Mr. Mancini: I doubt it.

Mr. R. F. Johnston: That is sort of like knowing whether the Solicitor General (Mrs. Smith) won on Sunday closings or not. I think we could probably get an idea.

Mr. McClelland: I think we might all take some satisfaction from time to time in seeing positive results, whether we get specific accolades for it or not. I think that in the balance of things, if there is an implicit association with the minister's advocacy role, I would be delighted to see the result regardless of who got credit in which line ministry.

Mr. R. F. Johnston: If that were true, if that were the case, it would be wonderful.

Mr. McClelland: If we have the opportunity to get into this more, I am sure we will hear more of some of the plans and things that are being done. I am looking forward to that as we move along, momentarily, I would hope.

The Vice-Chairman: Mr. Johnston, perhaps we might continue. I am sorry. Mr. Allen.

Mr. Allen: I am not raising this because Mr. Johnston is here; it was first on my list in any case. We were assured last year in this committee that the review of vocational rehabilitation was going to be completed in this fiscal year. Those were the words Mr. Sweeney used. We are now virtually three quarters of the way through the fiscal year. If I understand it, Mr. Sweeney has fairly recently indicated that the study is not under way. In fact, when we called him just the other day, it had not yet begun. Does the minister have anything to report to us with respect to the voc rehab review? Is it going to be even begun in this fiscal year after the promise of the minister?

Hon. Mr. Mancini: To make sure I gave you as accurate an answer as possible, I have also checked with Mr. Sauvé. He again confirmed to me that there is no new information other than what you have just told the committee.

Mr. Allen: Have you been meeting with the minister yourself to try to get that review going, so it can at least get started in this fiscal year and that much of the minister's promise can be retrieved?

Hon. Mr. Mancini: Since September 29, since I was appointed, I spent the first couple of weeks getting briefed and the next couple of weeks trying to organize the office and trying to get a handle on the overall operations of the ministry and the philosophy of the office, and trying to meld that in with my own beliefs to see what I could feel comfortable with. I have been active with the concerns I have over the Human

Rights Code, with Father Sean O'Sullivan's report on advocacy and two or three other things.

I have not got to that yet, Mr. Allen. I have also tried to do some travelling. I have tried to meet as many groups as possible, not only to introduce them to the new minister but also try to explain to them how I would like us to work in co-ordination. Those are the things I have been doing. I have not had an opportunity to get to that particular matter.

Mr. Allen: I do not need a rehearsal of everything you have been doing because you gave us a fairly good accounting on that.

Hon. Mr. Mancini: I did not want you to think I did not believe it to be important.

Mr. Allen: I do not believe you have been sitting around doing nothing. Do not get that impression. I just wanted to know whether you had been involved with the issue and whether there was something being done to get that underway from your end.

I raised a question the last day related to vocational rehabilitation services. It does not specifically relate to the question of the review, although it does have to do with some changing practices in VRS with regard to those persons who under voc rehab are going on to post-secondary education in one form or another. I mentioned a problem case to you and you suggested I bring it for you to look at; that is it.

I have not in the last day or two called to see just how much of all that is resolved at this time, but I certainly would appreciate it if you would look at it. It does have to do with a disabled person who, as I said last day, left Dryden for Thunder Bay under certain reassurances from the Ministry of Community and Social Services counsellor there under the voc rehab program and then got into significant difficulties with the Ontario student assistance program people at Lakehead University.

Whether it is resolved in her own personal case, you did say the minister had assured you that he was concerned to take up each case of difficulty arising out of that new arrangement. I would appreciate it if you would look at that one, because I think it might help you see a problem of a significant kind that has developed for at least one person.

The only other comment I make on that is that I think you would agree with me that dealing with the problem cases one by one will not be a good enough approach for very long.

Hon. Mr. Mancini: I agree with you.

Mr. Allen: Obviously, that would suggest there is probably some systemic problem there that needs to be addressed.

Hon. Mr. Mancini: Mr. Sauvé reminds me that very few, if only one, came forward, but I do agree with the philosophy that these problems should be solved by a policy initiative, especially if they are widespread.

Mr. Allen: I wonder if you could tell us a little more about what is happening around the whole question of transportation access. I gathered from the Premier's (Mr. Peterson) response to questions on the March of Dimes—I indicated last day just before the end of the session that there had been a commitment from him, in very general terms obviously, that all new developments in GO Transit would see accessible vehicles and accessible stations.

Has that in any respect been formalized? Where do we stand, for example, with regard to the planning for the new Sheppard line? Is the ministry involved in promoting accessibility in new transportation developments in urban transit systems that depend for subsidies on the provincial government? How is that policy, if that is the Premier's policy, shaking down?

Hon. Mr. Mancini: I have been advancing some of those particular issues. I believe a number of items, if not already made public, will be made public soon. I think I can safely say there may be some announcements forthcoming soon. I have been advancing some of those, yes.

Mr. Allen: Of a policy nature or specifically in relationship to requirements?

Hon. Mr. Mancini: Both; and also by using the report the advisory council had prepared.

Mr. Allen: Are you familiar with the proposal that David Baker, of Advocacy Resource Centre for the Handicapped, has made for a remission by the province of excise taxes on intercity buses? It would relieve transportation systems of certain taxation costs and enable them to accumulate funds, in effect via provincial exemption, for expenditure on the additional cost of either the renovation of existing buses or, in particular, of purchasing new buses that have the refined accessibility features on them.

Hon. Mr. Mancini: I have not had a chance yet to personally meet with Mr. Baker, although he is on my list of important people to see. I would like to do so, hopefully after Christmas.

Mr. Sauvé: That specific issue is one of many being advocated by Trans-Action, the coalition on transportation for disabled persons. You are probably familiar with the proposed memorandum of understanding of the coalition.

Mr. Allen: Yes. I was going to ask next whether the minister was familiar with that proposal also.

Hon. Mr. Mancini: Yes. I am familiar with that.

Mr. Sauvé: The Trans-Action coalition first met last June or early July with the Minister of Transportation, where it first tabled this memorandum of understanding with him. In the course of the summer months and the early fall months, the coalition went back and rethought the memorandum further. Now they are seeking meetings with Mr. Mancini, the Attorney General (Mr. Scott), the Minister of Transportation and others to see if that kind of approach would be generally acceptable to the government.

1630

Speaking more from a personal point of view, let us say, I do not think it is in the nature of governments to sign memorandums of understanding of that type with advocacy groups, but in the course of the discussion the Trans-Action coalition probably will be given some indication of how far the government might be prepared to move on some of the issues that are included in that document.

Mr. Allen: Is your response telling me that not only is it not customary for governments to do that but also either you yourself or the minister does not think it is a good idea?

Mr. Sauvé: Just on the basis of my 20-odd years of experience in the government, I am not familiar with a situation of this type, where a government would formally enter into an understanding with an outside group that was advocating something and commit itself to a time frame and a schedule the way it is proposing here; but it quite often arrives at an informal understanding and agrees that, "Yes, all of these points may be valid and we will be pursuing them in our own time frame," and so on.

Mr. Allen: By outside groups, do you include corporate organizations in the business community? I would have thought there sometimes are understandings that are, you might say, formal.

Mr. Sauvé: There is in terms of undertaking a very specific task but not in terms of a policy commitment over a 15-year period. Quite often the office itself has contracted with the Barrier-Free Design Centre for that centre to do some very specific task on our behalf, but we have not contracted to do anything in a policy sense with them. It is basically getting the government to commit to a long-term policy in terms of accessible transportation.

Mr. Allen: You are still really at the level of saying it has not been done. I am not sure whether you are saying you do not think it is a good idea.

Mr. Sauvé: It is not up to me to make that value judgement.

Mr. Allen: Is the minister prepared to make a value judgement?

Mr. Sauvé: It is up to the minister and cabinet to decide whether they want to go that way. I am just saying I am not familiar with that ever having been done.

Hon. Mr. Mancini: I think I have to look at it in a little more depth than I already have before I commit myself to such a serious step.

Mr. Allen: Yes. It is probably unfair to ask you to respond on the spur of the moment to that kind of a proposition, not having seen the nature of the agreement and perhaps not having been confronted with an issue like that to this point in time.

Hon. Mr. Mancini: I have been told about it. I am sure it is in front of me.

Mr. Allen: I would like to know at some point in the future whether you feel that is a useful approach to take.

I do not myself see a major problem in government making fairly long-term commitments to major communities with regard to the provision of service development over a period. I think that could be a very helpful thing, as a matter of fact. On the other hand, specifically when the Premier appears to like the executive approach to government, according to the *Globe and Mail* this morning, he may think it is not appropriate to tie his hands in certain areas.

Hon. Mr. Mancini: What is their version of the executive approach to government?

Mr. R. F. Johnston: You will have to ask the editorial board.

On a point of order, Madam Chairman: I have had a chance to talk to Ms. Marland. If I might, I will move a procedural motion on the matter we were discussing before and give the minister a chance to breathe for a second here.

The Vice-Chairman: Mr. R. F. Johnston moves that the steering committee of the standing committee on social development consider the referral of Bill 50, An Act to provide for Community Mental Health Services, for public hearings and clause-by-clause analysis after the House rises again in February 1988, and that it be empowered to make recommendations on the matter to the House leaders.

Motion agreed to.

Mrs. Marland: Are we finished with that then?

The Vice-Chairman: I believe so.

Mrs. Marland: Could I ask you, Madam Chairman, on a point of procedure, now that we are down to the last hour and 25 minutes—actually, what is the balance of our time? It is probably two and a half hours.

The Vice-Chairman: I do not have an exact count, but it is two and a half hours or slightly more, I believe.

Mrs. Marland: How do we plan to proceed this afternoon between Dr. Allen and myself?

The Vice-Chairman: I think, Dr. Allen, you have had, if my eye is keeping accurate time, about 50 minutes. Perhaps it would be my thinking to give Mrs. Marland an equivalent time at this point. It would seem to me that we will have to finish up next week.

Mrs. Marland: The last time we were together, I asked for an accounting of where the disabled units are, where they have been built and what number. I think the answer that day was that there have been approximately four projects and we were to get the answer about the numbers of units in each project and the addresses.

Mr. Sauvé: I have that information. It is a question of putting my hands on it right now.

Mrs. Marland: OK. While you are looking for it, I will ask another question of the minister. In answer to a question in the Legislature, you said that your budget was \$7.3 million. In the estimates, it says \$4.4 million. I would like to know, have you had a reduction in your budget? I do not understand that.

Mr. Sauvé: I think I could explain that. Starting with the last question first: yes, our budget is \$4.4 million, as per the printed estimates. When the minister mentioned in the Legislature, I think last week, that the budget for the office was \$7.3 million, that is because we got some in-year increases. Management Board approved some additional funding for us in the course of the fiscal year that was not part of the original estimates; the largest item there being the \$2.5 million for the access fund.

The access fund was not part of the original estimates. It was originally announced in the April 28 speech from the throne and subsequently in the May budget statement of the Treasurer (Mr. R. F. Nixon). Following the internal process of government, we went through the policy process of the cabinet committee and cabinet to get the final approval on the policy approach to be followed and then we went to Management Board to get the relevant funding to allow us to proceed with that initially.

Mrs. Marland: How much did you say the access fund is?

Mr. Sauvé: It is \$2.5 million for our office and a further \$2.5 million for the Office for Senior Citizens' Affairs. It is a jointly funded program.

Mrs. Marland: Right. I know it is \$5 million a year for three years.

Mr. Sauvé: Yes.

Mrs. Marland: OK. That brings you up to \$6.9 million.

Mr. Sauvé: There were some other small bits and pieces: about \$100,000 relating to French-language services initiatives, the implementation of Bill 8; some funding relating to employment programs for students involving skills development and so on.

Mrs. Marland: It does not come in the Skills Development ministry?

Mr. Sauvé: It is like a journal entry from one ministry to another. We have to have the funds in our budget so that we can reimburse them. It is a paper transaction.

Mrs. Marland: It is a shell game, is it?

Mr. Sauvé: It is a very small amount. I think it is something like \$50,000. It is to meet the accounting requirements set by the Provincial Auditor and other people involved in those roles.

1640

Mrs. Marland: I would like the details of the difference, if I may, between the \$6.9 million and the \$7.3 million, which is about \$400,000. Some of that you have just addressed with this kind of thing. I cannot convey that to my constituents.

Mr. Sauvé: I think we can give you that exact list, probably before six o'clock if I get a moment.

Mrs. Marland: That is fine. As long as I have it eventually so that I can have the explanation with my other figures.

Hon. Mr. Mancini: I would appreciate it if we got it today so that we have it all.

Mrs. Marland: OK, and the answer to the 820 disabled units.

Mr. Sauvé: Yes. We stated there were four projects operating. I have the details on them. In North York, the Reena Foundation has a project with eight units for developmentally handicapped individuals. There are three other projects, two of which are in Toronto and one in London. The number of units in London is eight and in Toronto, 35.

Mrs. Marland: That is 51 units.

Mr. Sauvé: Yes, 51 units, you are correct.

Mrs. Marland: And we were talking about 820?

Mr. Sauvé: There are 51 units that are now open. The others are still in the construction or the planning stage.

Mrs. Marland: Then I guess what I need to know is, where are the other units under construction? Where are they in the planning stage?

Mr. Sauvé: The remaining?

Mrs. Marland: That is right.

Mr. Sauvé: I do not have that.

Mrs. Marland: It was an answer to my question from the minister that 820 were allocated to disabled persons, and you have been able to identify 51 of 820. If I could have that information too, I would appreciate it.

Mr. Sauvé: I do not have that. I had understood the question to be that you wanted to know where the four were and how many units they represented and where they were. That is the information I got today. I do not have the rest of the information on the remaining 760-odd units.

Mrs. Marland: But I must say, in my eager trust and anticipation, I did not expect four projects to be only 51 units. When I now see that it is 51 units, that is why I need the additional information.

Hon. Mr. Mancini: I think I indicated in my comments they were four small projects. I do not believe I indicated they were anything other than that.

Mrs. Marland: No, I am not suggesting that. You did not. What I am saying is there is a statement here that there are 820 units allocated to disabled persons, which I think is great. But I need to be able to see where they are. If they are under construction and they are planned and they are approved, all I need to know is where they are and the numbers.

Mr. Sauvé: Would you be satisfied with the municipality in which they are, such as if it is North York, Mississauga, Windsor or Cornwall?

Mrs. Marland: I think if you can identify the municipality, you obviously know the numbers of units. I am sure that information is all together. I am quite confident that the ministry has not allocated those units without knowing very well where they are, because those units are needed so badly.

I also would like to get back to the Easter Seal program answer. You talked in the answer here

of the fact that \$5.4 million in 1987-88 for disabled housing is supporting both short-term and longer-term initiatives to modify ownership housing, to increase accessible rental stock, to enrich attendant care services, to improve information linkages between housing suppliers and disabled consumers and to conduct research so we can move towards longer-term strategies. I need to have a breakdown for 1987-1988 of that \$5.4 million in those areas.

Hon. Mr. Mancini: I gave you the breakdown, I believe.

Mrs. Marland: No. The next part of this page is a breakdown for 1986-1987 to 1988-1989. With respect, the statement says \$5.4 million in 1987-1988. What I would like is a breakdown for 1987-1988 of the \$5.4 million.

Mr. Sauvé: We can get that.

Hon. Mr. Mancini: Certainly.

Mrs. Marland: As long as I can have it, that is OK.

Now, moving on to—and if you still have a copy of this, you will know what I am referring to—the budget allocations for 1986-1987 to 1988-1989, which I am reading as being a two-year allocation. Is that correct, or does that read as a three-year allocation?

Mr. Sauvé: The \$14 million is a three-year allocation.

Mrs. Marland: So it is really 1986-1989. Is that right?

Mr. Sauvé: It is the three fiscal years.

Mrs. Marland: Then I want to ask you right away about the Barrier-Free Design Centre grant, which is listed in here as \$200,000. Is that correct? Is that how it is listed in here?

Mr. Sauvé: Yes.

Mrs. Marland: Is that a one-time grant, because in fact in your estimates binder it says \$200,000 in each of the next two years. It says, "co-ordination of a \$200,000 grant in each of the next two years to the Barrier-Free Design Centre in order to increase awareness among architects and building trades of barrier-free designs for homes." If in fact it is a three-year estimate, I would gather that should read \$600,000, not \$200,000.

Mr. Sauvé: I think I can explain that. There are two separate grants to the Barrier-Free Design Centre. If you look on that first page of the briefing note, right after the Easter Seal grant you will see the Barrier-Free Design Centre grant, \$200,000. That \$200,000 to the Barrier-Free Design Centre is related to the home

renovation program. We gave \$1.7 million to the Easter Seal Society to fund a program of renovations with the families they were dealing with, but related to that we had to give the Easter Seal Society \$200,000 to do the onsite evaluations from a technical, architectural point of view. So basically that was one initiative.

Then if you turn the page, on the next page there is another entry for Barrier-Free Design Centre consultations and seminars. That is where we give them another \$200,000 a year for three years to do specific tasks on our behalf, as you just outlined.

Mrs. Marland: I would suggest, then, that this is not set out correctly, because this reads Barrier-Free Design Centre grant, \$200,000. If you turn the page, it says Barrier-Free Design Centre, consultations and seminars, \$600,000. What you have just said is that some of the consultation actually is in the first part, so both—

Hon. Mr. Mancini: No.

Mr. Sauvé: No.

Hon. Mr. Mancini: The first part related to the Easter Seal program, Mrs. Marland.

Mrs. Marland: Then why does it not say that?

Hon. Mr. Mancini: We put it down—and as I said earlier, these were just points for me to look at in order to be able to remember all of the questions that had been asked, and I gave you the information because they were the most detailed points that had been prepared for myself. That is the answer.

We were supposed to fill this out for you as you asked questions, which we are doing, I believe.

Mrs. Marland: Right. But in fairness to you, I am suggesting that that has not been prepared properly for you, because it is saying—

Hon. Mr. Mancini: Mr. Sauvé, do you want to make sure in the future that we prepare things properly?

Mrs. Marland: It is a very serious question, because I am responsible, as is Dr. Allen, for these estimates. I am simply questioning where the juggling is going on here with the figures, because in your own estimates book you talk about \$200,000 per year going to something which is called a Barrier-Free Design Centre.

Hon. Mr. Mancini: That is correct.

Mrs. Marland: Even if I did not have this—and the reason I have this is that it takes us three weeks to get the Hansards of these meetings.

Hon. Mr. Mancini: I did not mind giving it to you.

Mrs. Marland: The reason I have it is so that I know what answer you gave us the other day, because obviously we cannot write fast enough.

Hon. Mr. Mancini: I agree.

Mrs. Marland: I have these answers, and the answers do not match the binder. When you turn over the page, you get into something else that says Barrier-Free Design Centre, consultations and seminars. The way this reads right now, it looks as if it is \$800,000 for the Barrier-Free Design Centre. It also means that if you are adding \$600,000 in these figures, then you end up with \$14.6 million.

Hon. Mr. Mancini: Could you turn to tab 4, please, in your black book? In approximately the middle of the page, where it says "Grant for Barrier-Free Design Centre," you will see \$400,000 for 1986-1987, and \$200,000 for 1987-1988; and a further \$200,000 for 1986-1987 or whatever—

Mr. Sauvé: That is the increase.

Mrs. Marland: No, that is only the increase. It is not an additional amount.

Mr. Sauvé: But it will be a similar amount.

Hon. Mr. Mancini: Anyway, that is the \$800,000 we have got to.

Mrs. Marland: OK. So that explains \$600,000?

Hon. Mr. Mancini: Yes.

Mrs. Marland: OK. Now what are you going to call the \$200,000?

Hon. Mr. Mancini: The \$200,000 was funds given to the Barrier-Free Design Centre in order to prepare the work needed to give the moneys to the Easter Seals.

Mrs. Marland: Could we agree that it is really \$800,000 in total?

Hon. Mr. Mancini: In total, yes, we could.

Mrs. Marland: All right. Then will we agree to change this \$14 million figure at the end to \$14.6 million?

Mr. Sauvé: No, because you will see, on the first page, there is \$200,000; on the second page, there is 0.6, but that means \$600,000 and that is part of the \$14 million total.

Mr. Allen: The \$200,000 is not?

Mr. Sauvé: No, it is part.

Hon. Mr. Mancini: It is in there; it all adds up.

Mr. Allen: Did I just hear you say the \$200,000—excuse me, but I am just trying to clarify this.

Mrs. Marland: Go ahead.

Mr. Allen: Did I just hear you say the first \$200,000 of the Barrier-Free Design Centre grant was in order for them to prepare something vis-à-vis the Easter Seal Society grant?

Hon. Mr. Mancini: Yes.

Mr. Sauvé: It was for the site visits and evaluations of the people who were requesting funding from the \$1.7 million Easter Seals fund. We arranged for the Barrier-Free Design Centre to go and do a site visit and a technical, architectural evaluation of the kind of modifications required to meet the particular family's need and to verify whether everything was in order and whether the cost estimates appeared reasonable and all the rest of that kind of technical legwork.

So that \$200,000 was once only. It will not be repeated. In fact, that \$200,000 was sufficient to cover the visits which took place for the additional \$1.1 million we gave to the Easter Seal Society on Monday of this week. There was not any matching funding to the Barrier-Free Design Centre relating to that \$1.1 million.

Mr. Allen: So if this program were repeated after this current year, you would be into that exercise again, essentially?

Mr. Sauvé: We would have to deal with both agencies, yes.

Mr. Allen: What you are telling us, I guess, is that the ratio is that for every \$8.50 in the program, \$1 is expended on on-site evaluation of proposals?

Mr. Sauvé: Roughly \$1 for every \$7.

Mr. Allen: Is that unusually high for this kind of program? Do we have any comparable—

Mr. Sauvé: In terms of the Ontario home renewal program for disabled persons, it operates quite differently. It is through the municipality, and the municipal engineers are the ones who review the adequateness of the funding being requested, whether it is reasonable.

Mr. Allen: So if it is done through a municipality, then the cost will be absorbed essentially in the salaries and overhead of the municipality.

Mr. Sauvé: Largely.

Mr. Allen: Whereas in this case the Barrier-Free Design Centre is retained as a consulting group with all—I shudder to say it—the elevated fees that consulting groups normally have. Can you give us some information about that?

Mr. Sauvé: The Barrier-Free Design Centre is a nonprofit organization that grew out of the

Muscular Dystrophy Association of Canada, but it has become large enough that it is now on its own. It has a small office here in Toronto, but it has fee-for-service arrangements with architects throughout the province in just about every important centre. What it pays for its consulting architects is \$65 an hour, which is considered very reasonable compared to what architects normally charge and what other professional groups charge for consultation of that type. So it is considered to be a very reasonable charge.

Mrs. Marland: What we are talking about here is where a family needs to renovate its home and has to have it designed; and what you are saying is it has to be designed by an architect from this group.

Mr. Sauvé: Not necessarily designed by this group, but at least an architect from this group would ascertain that what the family was proposing was what it actually required in view of its circumstances.

Hon. Mr. Mancini: At the same time, it trains architects to be more conscious of barriers.

Mrs. Marland: I understand that, but personally I would rather see the money spent on the buildings than on the consultants. I see this as a lot of money and I see it as a lot of renovations for a lot of homes.

Hon. Mr. Mancini: Somebody has to draw up the designs and meet the specifications.

Mrs. Marland: That is right, but when that home owner, that person, goes to get his building permit from the municipality, it is the municipality that is responsible for reviewing his application.

I am just concerned that this is a heavy loading for professional fees. There is no question that I would rather see the money spent on the actual projects. I do not want to spend any more time on this today, but it is something I will be looking into, because I am concerned. If we are talking about \$1 in every—how much did you say is spent on this fee?

Mr. Sauvé: Based on the ratio of the funding and of the grants, it is roughly one on seven.

Mrs. Marland: One on seven. Really, that is horrendous. Would you not rather see the money spent on the project than having to spend that level on professional fees? Anyway, I will look into it further. You have answered the question about the amount.

We talk about the Easter Seal grant and we talk about this \$1.7 million here. Then we say already this year it is \$2.8 million. Am I correct?

Hon. Mr. Mancini: It was in my most recent announcement.

Mrs. Marland: Because of the additional \$1.1 million. Yet I do not see that additional \$1.1 million anywhere in these figures for 1986 to 1989, which would then make it \$15 million, from my calculations.

Mr. Sauvé: That is correct, it is \$15.1 million. But here we were giving an accounting of the original \$5.4-million program that had been announced a year and a half ago. The \$1.1 million would be in addition to this, yes.

Mrs. Marland: No, with respect, we are giving more than an accounting of the \$5.4 million; we are giving an accounting here of three years. That is what this answer was about. Would you agree?

1700

Hon. Mr. Mancini: In broad terms, yes, we do.

Mrs. Marland: Well, I hope it is in detailed terms. It is in detailed terms heré for three years. As I read it, it says 1986-1989.

Hon. Mr. Mancini: I just want to repeat again, this was prepared for me by staff at my request so that I would have some notes to work from, because there had been a lengthy list of questions that were asked. I apologize that every single item or every single question was not covered in the briefing note, but the briefing note was just prepared for me so I would have a rough guideline so I could ensure that I did not miss any of the questions that were asked by the critics. That is all I can say.

Mrs. Marland: Let me say that my job is to sit here and find out—

First of all, I have to tell you that I am sure any new members to this Legislature, when they come down, if they come from the background that I come from, which is 12 years in municipal government, probably the first thing that happens to them when they sit in the Ontario Legislature is that they are horrified to find out—and this is obviously not partisan; it has gone on for all these years—what an absurd position we are in when we are actually asking about money that has been spent.

I think budgets should be approved before budgets are spent, frankly, and I think we should be doing what municipal governments do, and that is that they review budgets before the money is spent and then they agree that those programs will be addressed and that money will be spent. What we do is sit here in December, at which point we have three months left in the current

budget year and we are talking about everything after the fact.

When you say that your answers were prepared as notes for you, that may be true, but the point is that we are asking the questions because we need the answers. Whether they are in note form for you or not those are the answers, and those are all the answers we have to deal with.

Hon. Mr. Mancini: I accept that fact.

Mrs. Marland: What I am dealing with is the answers that you gave us.

We will agree, then, that this figure now is \$15.1 million, not \$14 million.

Hon. Mr. Mancini: Yes.

Mrs. Marland: OK.

Mr. Sauvé: I would like to make a clarification that my manager of policy points out to me, that the ratio is not one to seven but one to 14 in terms of the Barrier-Free Design Centre grant in relation to the Easter Seal funds. Our mathematics were inadequate.

Mrs. Marland: The Ontario home renewal program—

Mr. Allen: Although if you have not added the \$1.1 million on, and you have stated that the original program cost would still have been \$1 million to \$8.5 million—

Mr. Sauvé: Yes, because the work had been done, Mr. Allen.

Mr. Allen: But now that you have added it on and the work has been done, you get a benefit of scale.

Hon. Mr. Mancini: If we had not done the work, we might not have allocated the \$1.1 million, either; that was a factor, too.

Mr. Sauvé: They looked at projects in excess of the funds that were approved. They looked at quite a number of other projects that did not quite meet the criteria or were of lower priority.

Mr. Allen: Is this going to be an ongoing program? Have you any hope of that at all. Or is this going to be a second time—you have an amplified grant, but it is still a one-shot program.

Hon. Mr. Mancini: Hopefully, it will be the present and future program to look after some of these needs. That is why I have been so diligent in trying to have something done with the Ontario home renewal program for disabled persons.

Mr. Allen: Are you working on that now? Now is the time you are going to have to be working on that—

Hon. Mr. Mancini: Yes, we are.

Mr. Allen: —if in fact you are anticipating some extension in another year's program of the same order.

Hon. Mr. Mancini: Of OHRP-D?

Mr. Allen: Yes.

Mrs. Marland: The Ontario home renewal program for disabled persons is the program that I understand is up to \$2,000 for application for—

Hon. Mr. Mancini: I think OHRP-D is up to \$20,000.

Mr. Sauvé: It is \$15,000.

Mrs. Marland: What is it?

Hon. Mr. Mancini: It is \$15,000.

Mrs. Marland: It is up to \$15,000—

Mr. Sauvé: Easter Seal was \$20,000 and OHRP-D is \$15,000.

Mrs. Marland: It is \$15,000?

Mr. Sauvé: Yes, per project.

Mrs. Marland: OK. Now, in this answer we have here \$3.15 million. Correct?

Mr. Sauvé: Oh, we are back to that.

Hon. Mr. Mancini: We are back to this one.

Mrs. Marland: Right.

Hon. Mr. Mancini: Yes, \$3.15 million, right.

Mrs. Marland: Could I have a breakdown on—first, has all of that \$3.15 million been spent?

Hon. Mr. Mancini: If I remember my briefing notes correctly, we have enhanced the program twice since then. Am I correct?

Mr. Sauvé: Yes.

Mrs. Marland: What is the figure today?

Mr. Sauvé: It would be \$3 million beyond the number there.

Mrs. Marland: That puts all these figures out again, then.

Hon. Mr. Mancini: It may put them out, but we were working with original figures which were in the original budget allocations. If it is \$3 million more, I am pleased we were able to spend \$3 million more.

Mrs. Marland: No question. I would be pleased to spend \$10 million more. What I am saying is, what do these figures mean if you are telling me now that it is not \$3.15 million, but \$6 million? From \$15.1 million, does that mean we are now up to \$21 million?

Hon. Mr. Mancini: To repeat, these were the original budget allocations we were dealing with; and you are right, the figures are different.

Mrs. Marland: OK. Let us say they were the original budget allocations. What am I to sit here today reviewing? Am I to review the original budget allocations or am I to be told what programs have been enhanced? If I am told what programs are enhanced, if you tell me that the Ontario home renewal program for the disabled is now \$6 million, I will be the first to be happy about that, but please tell me because that bears on my next question.

Mr. Sauvé: This was an attempt to account for the original budget. It did not include enhancements that had been approved in the course of this year. It did not include the \$1.1 million.

Mrs. Marland: Excuse me. It does include the \$1.1 million. You have mentioned it at the end.

Mr. Sauvé: OK, but it is not included in the total of the \$14 million.

Mr. Allen: A supplementary on that: This program has the same title as a program that existed under the previous government, the Ontario home renewal program. Right?

Hon. Mr. Mancini: Yes.

Mr. Allen: That program included housing for the disabled but it also accepted other applications.

Mr. Sauvé: Yes.

Mr. Allen: Is this program totally and entirely for disabled housing or are there other groups which can apply to either the \$3.1 million or the additional \$3 million, which I gather makes it \$6.1 million?

Hon. Mr. Mancini: There is the OHRP program which takes care of everything else. Then there is OHRP-D, and this is for the disabled.

Mr. Allen: Say that again.

Hon. Mr. Mancini: There is the Ontario home renewal program. Then there is the Ontario home renewal program for the disabled. They are separate, Richard.

Mrs. Marland: What Dr. Allen is asking, is the \$3.15 million for the OHRP-D program?

Hon. Mr. Mancini: Exclusively.

Mr. Allen: What about the additional \$3 million? Is that also exclusively for the disabled?

Hon. Mr. Mancini: Exclusively.

Mr. Allen: That is just the disabled portion?

Mr. Sauvé: Yes.

Mr. Allen: OK.

Mr. Sauvé: With the original program, you might recall, the house had to be substandard. I

think the income limitation was in the \$20,000 range. The original program or the old program was much more restrictive than the new OHRP-D program.

Mr. Allen: You only got a grant previously if you were under \$18,000 in income in the old program.

Hon. Mr. Mancini: Then the program had become defunct because there was no money into it prior to 1985.

Mr. Allen: I gather what has happened is that the money has virtually been doubled by virtue of doubling the amount available to each individual applicant, or is it the number of applicants that has, in effect, been extended?

Hon. Mr. Mancini: It is the number of applicants.

Mr. Allen: Is it?

Hon. Mr. Mancini: Yes.

Mr. Allen: OK.

Mrs. Marland: We have agreed now that the—

Hon. Mr. Mancini: It has been enhanced twice during the last year because it has been oversubscribed, and I said in my opening statement we are working on more. Hopefully, something will be done. I am sorry, Margaret.

Mrs. Marland: That is OK.

Mrs. O'Neill: May I just ask, because I am finding a lot of questions on this program, that we have those new conditions broken out for us and that each person on this committee get the brand new conditions and exactly what the limitations are now.

1710

Mr. Sauvé: We could get you the brochure, the pamphlet and the application form.

Mrs. O'Neill: In other words, you have a new brochure out on this program now.

Mr. Sauvé: Yes.

Mrs. O'Neill: I have not seen that. I would really like to have a copy of that. This is of great interest.

Mrs. Marland: Is the minister saying now that \$6.15 million will have been spent in this fiscal year on this Ontario home renewal program for the disabled?

Mr. Sauvé: No. There would be roughly, in this fiscal year, \$4 million, if my calculations are right. Roughly \$4 million would have been spent. As you see, the \$3.15 million was a two-year allocation. There was an additional \$3 million spent this year and, let us say, there was

roughly \$1.5 million in the original budget, and this is in the budget of the Ministry of Housing. There would have been \$4.5 million spent so far this year.

Mrs. Marland: What did you just say? Is this in the budget of the Minister of Housing?

Mr. Sauvé: Yes.

Hon. Mr. Mancini: This program is a line program from the Ministry of Housing.

Mr. Sauvé: Yes.

Mrs. Marland: Does she have this figure in her budget too then?

Hon. Mr. Mancini: She might have it, yes.

Mr. Sauvé: This is not in our budget. We are just trying to account for something that from a policy perspective we have a responsibility to co-ordinate and monitor.

Mrs. Marland: OK.

Mr. Allen: The \$3.15 million was originally a three-year allocation.

Mr. Sauvé: Two years.

Mr. Allen: When you incorporate part of that and your additional allocation, you will in this fiscal year be spending \$4.5 million on disabled housing under the Ontario home renewal program D.

Mr. Sauvé: Correct.

Mr. Allen: OK. Might I just note what I said to the minister yesterday, that it was very interesting that it was difficult to break out the exact figures the disabled group took out of the original Ontario home renewal program in 1985. But even if you assumed that it did not use up more than about two thirds of its grant possibility and you multiplied that by the 450 disabled applicants who accessed that program, you got a figure of \$3.15 million, exactly the amount spent in the last Tory fiscal year for disabled home renewal. If they had taken out the full grant, it would have been very close to the \$4.5 million in point of fact. If they took out the \$7,500 plus the \$2,000 they were additionally entitled to as disabled applicants and you multiplied that through, you would have virtually the same amount you are now spending on disabled home renewal.

I would like you to go back and check that out and see whether I am at all close in that estimate. That would be a very interesting item for you and for us to know, I think.

Mr. Sauvé: We can get that information to you in due course. I do not think we could get that to you today or tomorrow.

Mr. Allen: No, I am not asking for that.

Mr. Sauvé: It was our information, though, that in the past the take-up by disabled persons was very low for this program because of the very low income limitation, until it was revised in the spring of 1987.

Mr. Allen: The information we had a year ago was that there were 450 people who had taken it up on that basis. That may have been wrongly reported to us. We will be interested to know that.

Mr. Sauvé: We will check it all out for you.

Mrs. O'Neill: I have an additional item to be added to that. I understand there are a lot of waiting lists on this program. Would we be able to see if those waiting lists have been cleared up with your new announcement? There are over 100 in many communities, as far as I know.

Hon. Mr. Mancini: The new announcement has not been made yet. We will be able to judge it after it is made.

Mrs. O'Neill: You told me a minute ago that the brochures were out there with the new conditions and everything in them.

Mr. Sauvé: Yes.

Mrs. O'Neill: I am having difficulty understanding. I am sorry.

Hon. Mr. Mancini: I was responding to some earlier questions about what was happening, what was being done, and I was indicating that I am hoping we will have more funds for OHRP-D, more than what has already been allocated because the allocations have been taken up. The new conditions in the brochures which you are referring to—**Mr. Sauvé** mentioned earlier that there had been some changes in order to ensure that the allocations were taken up because of income problems; so we are talking about two distinct things.

Mrs. O'Neill: But there is \$4.5 million going in there now.

Mr. Sauvé: Now.

Mrs. O'Neill: And you figure that is all used up.

Mr. Sauvé: Yes, it is way oversubscribed.

Hon. Mr. Mancini: OHRP-D is completely used up. It is oversubscribed. That is why we are working on something else; or more, if I could put it that way.

Mrs. O'Neill: I would like to have the number of those on the waiting list.

Mr. Marland: We are now told it is \$4 million and something. If we could have a report on where that money is being spent—

Hon. Mr. Mancini: I am sorry. I missed the first part of your question. My apologies.

Mrs. Marland: The Ontario home renewal program for the disabled: I would like to have a report on the program, please. Now that it is enhanced to the \$4 million, I would like to know where the money is being spent.

Hon. Mr. Mancini: I will have staff prepare a more complete analysis than what you already have and it will be distributed.

Mrs. Marland: Thank you. With respect to the time and being fair, I am going to try to jump to a few point questions so that we do not lose the valuable time.

I would like a direct answer to this question. I asked it in my opening comments and I am still not clear. You said in your opening statement, minister: "The social housing initiatives program will create 6,700 units of nonprofit housing annually until 1988-89. Ten per cent of these units are targeted for persons with special needs, including disabled individuals." I come back to the fact that everywhere else that figure reads "five per cent." I would like to know what percentage of the 6,700 units announced in the nonprofit housing program will be for people with special needs, particularly the disabled.

You went on to say, "Under this program, 3,600 units will also be created from 1988-89 to 1990-91, some for disabled persons." So at one point you say 10 per cent—this is in your opening statement on page 19, if you want to refer to it, in the middle paragraph—and in the next sentence you are saying "some" for the disabled.

I would like to be able to tell the disabled whatever percentage it is, because everywhere else I read it as five per cent. It says, "Five per cent of all housing built with government assistance will be disabled units." If it is 10 per cent, that is great. Surely, if it is 10 per cent of the 6,700 till 1989, it is going to be at least 10 per cent for the next three years? It is the middle paragraph of page 19.

Mr. Sauvé: I have found the 10 per cent. Where do you get the—

Hon. Mr. Mancini: Where is the five per cent?

Mrs. Marland: The five per cent is mentioned elsewhere in one of your statements or in one of the documents. It has always been talked about as five per cent until this statement.

Hon. Mr. Mancini: And you think I mentioned the five per cent?

Mrs. Marland: With respect, minister, it may have been the Minister of Housing. In any case, I

would like to know what percentage of nonprofit housing you, as the minister for the disabled, are willing to guarantee for the disabled in Ontario.

Hon. Mr. Mancini: What if we just stand by what I already said? We will double-check this and if there is a change or if the figure is different, I will immediately report it to the committee.

Mrs. Marland: OK. Thank you.

On the community action fund, I notice that since it was created in June 1986—apparently the first budget year was \$500,000, and that was fully utilized—some 62 applications totalling \$1.4 million were submitted to the community action fund in 1986-87, and as a result \$350,000 was added to that fund for 1987-88. Since only 62 applications are being discussed, perhaps the minister could tell us about the average amount of money made available under this program and just what it is used for. This would be very helpful in learning about the program and assessing the effectiveness of the program in the light of the very heavy dollar commitment to it.

1720

Hon. Mr. Mancini: The community action fund actually is a very innovative program and I am happy to be able to administer it. As you have already noted, in the first fiscal year it was in operation, it was at approximately \$500,000 and then it went up to \$850,000. I will be making a pitch for more if it is possible in the next fiscal year.

Basically, the office reviews the applications which come in from the community. Some of the grants are small. Some of them are just \$3,000 or \$4,000. Some of them are more significant, more than \$50,000. We try to assist groups with specific projects on a one-time-only basis if they have a specific project or if they have a specific undertaking. We also assist disabled groups that want to do something from a cultural point of view. We fund people who wish to write plays or have a number of specific things done.

I have Stephen Little here who sits on the review committee. We have a review committee. Stephen is my manager of community initiatives, and I rely on him heavily. Stephen, could you come forward?

Mrs. Marland: Excuse me, in the interest of time I would be quite happy to have a report from you about where the funds for the community action fund have been applied.

Hon. Mr. Mancini: Do you mean who received the funds?

Mrs. Marland: Yes, a list of the expenditures and the applications.

Hon. Mr. Mancini: Sure, that is no problem.

Mr. Sauvé: We can give that to you at the end of the meeting, or now.

Hon. Mr. Mancini: Let me read some of these to the committee.

Mrs. Marland: No, do not bother reading them, not if we can get a copy.

Hon Mr. Mancini: All right.

Mr. Allen: Could you give us some sense of the ratio between agencies receiving project grants as against consumers' groups for the disabled?

Hon. Mr. Mancini: We were told that question was coming.

Mr. Allen: Could you also tell us who is on the committee that reviews the applications and how much advocacy groups themselves recommended; and perhaps how projects are assessed? Are there groups of disabled who are involved in the assessment? Is it necessary for them to travel to do an assessment or do they simply review written assessments?

Hon. Mr. Mancini: They send in written applications or written requests. Steve contacts these people and they try to prioritize them. I want to say that we are at the end of December and our \$850,000 has been used up. I am trying to build a case to take to the Treasurer for more.

Mr. Allen: That is what I wanted to know. How much more do advocacy groups really feel could or should be expended? All I would like to know is if you can give us some report on the community action fund of a somewhat more detailed nature than we have here, with some of these questions answered. I think Mrs. Marland and I would be happy to receive that later in a written form.

Mrs. Marland: That is right.

Hon. Mr. Mancini: I think Clem can answer some of those technical questions.

Mr. Sauvé: You asked a number of questions. The first was roughly the ratio between the self-help groups and the more traditional agencies. In terms of numbers, it is about one to three in favour of the agencies, but if you look at the total dollars involved, it is roughly 50-50.

Hon. Mr. Mancini: I am very interested in the community action fund personally, as the minister; Mr. Sauvé and I have undertaken to review it extensively, as a matter of fact. I am not sure it will be in exactly the same form next year as it is this year. I want to be able to satisfy myself that I am completely comfortable with how it is working.

Mr. Sauvé: You had also asked who was on the review committee. There are representatives from within government and there is one outsider. We have Louise Hurst, who is a policy analyst in the Ministry of Community and Social Services; Ann Winter, who is in a similar position in the Ministry of Health; Mary Tate, who is the executive officer of the Ontario Advisory Council for Disabled Persons; Anne Lehtiniemi, who is from the Social Planning Council of Ottawa-Carleton; plus Steve Little of our office; and the co-ordinator of the action fund itself, Marthe Dallaire.

Hon. Mr. Mancini: I also want to add, Mr. Allen, that on a case-by-case basis, depending on the views of the groups or the individual applying, I have these particular cases where there is real concern out in the community that we may not be giving the proper attention to a particular application. We take them up at my weekly executive meetings to ensure that things are being looked at extensively.

Mrs. Marland: Just quickly: on the Homelink pilot project, in your summary it says it is going to establish five housing information centres in order to test the assumption that a lack of information and awareness has been a barrier for disabled persons finding accessible rental housing.

First of all, I cannot find where that funding is identified, so maybe you can tell me the actual cost of that program.

Hon. Mr. Mancini: I believe it is \$155,000 a year for three years.

Mrs. Marland: It is \$150,000 each year?

Hon. Mr. Mancini: It is \$155,000.

Mrs. Marland: Each year?

Mr. Sauvé: Yes.

Mrs. Marland: So we are talking about \$465,000 for three years. Is that what we are saying?

Mr. Sauvé: If you look at the black binder under tab 3, which is our printed estimates, actually the housing registry's fund is identified as a separate item there.

Hon. Mr. Mancini: It is right at the bottom of the list.

Mrs. Marland: Is that what it is, the housing registry fund?

Mr. Sauvé: Yes, that is it.

Mrs. Marland: OK. That is called Homelink, right?

Mr. Sauvé: Yes.

Mrs. Marland: It will be fine; once we get together with all the terminology on all the same pages and everything relates in the same language, we will be fine.

Hon. Mr. Mancini: I went through all this a couple of weeks ago.

Mrs. Marland: I am just curious about where the assumption came from that that is the problem in terms of housing for the disabled, particularly as there does not seem—in fact, it seems to be a shortage of disabled accommodation that is the problem.

Hon. Mr. Mancini: That is one of them.

Mrs. Marland: That seems to be the major problem. Do you acknowledge that there is a shortage? What do you think is the problem: that there is a shortage or that the disabled people cannot access it?

I am just looking at \$155,000 a year, which you are now talking about to access the accommodation; again, I would probably be happier to see the bulk of that money going into the provision, even if it only meant modifying a number of facilities that could then be accessible to the disabled, rather than setting up a registry—for what? If the accommodation is not there, what is the point of having a registry? I would think we are putting the cart before the horse somewhat here.

Would you agree that you would like to see the money spent on the accommodation? Would it not be wonderful if we had so much accommodation for the disabled that we needed a registry to get the people access to it?

1730

Hon. Mr. Mancini: Some groups in the disabled community and also a Ministry of Housing review indicated that there were units available that were not being taken up. The funds we gave out are actually funds being used by the disabled community in order to set up their own registries. It is not being done by the government. Groups in London, Kitchener, Thunder Bay, North Bay and Ottawa were consulted and agreed with us that there was this need. They were eager to undertake this particular project, to set up a data bank of units in order to put disabled people in touch with landlords, both large and small, who had these vacant apartments. The groups I met with seemed to believe the program would be of some benefit and believed it would help some people.

Mrs. Marland: It will be wonderful if there is just that. If, as a result of that, there is suddenly a bank of available accommodation, that will be

wonderful, but I think the major problem is the fact that we simply do not have enough accommodation for the disabled. In light of the time, I am going to now relinquish the floor to my colleague for the opposition.

Mr. Allen: I wonder if I could just ask a couple of quite quick questions of the minister, then I want to get back to the estimates book.

A major bit of discrimination exists with regard to two groups of people in institutions, those in psychiatric institutions and those in developmental service facilities, with regard to comfort allowance. As you know, all other people in institutional care subsidized by the government or provided by the government get a comfort allowance. These two groups do not.

Are you, at this time, attempting to get that comfort allowance extended to those two groups and could you tell us a little about how successful you are being?

Hon. Mr. Mancini: This has been a matter we have taken up internally. The answer is yes, I would like to be able to move forward on it and have some positive resolution of it.

Mr. Allen: Can you give us some sense of what reasons are provided as to why that is not now done?

Hon. Mr. Mancini: As you know, Mr. Allen, things are put in place by government; over a number of years, people see a need for change and then change takes place. I am hoping that is how this will develop.

Mr. Allen: Can you tell us whether this is apt to happen within this fiscal year?

Hon. Mr. Mancini: Mr. Sauvé says soon. It is OK for him to say soon because he will not answer the question in the House if it does not happen in the very near future. I do not want to say what the Attorney General usually says, that is early fall; let us say sooner than the early fall.

Mr. Allen: I do not think the minister should be worried about a question in the House. I think a question in the House would simply signal that there is community concern being expressed by an opposition member and that, therefore, we are giving you more ammunition to take to your colleagues in order to get some action on something you are presumably trying to get action on. Right?

Hon. Mr. Mancini: I agree with you. I just did not want you to quote chapter and verse of something said in the committee that we were not able to carry through on.

Mr. Allen: If you were not able to carry through on it and you had been working on it, you

could tell me in the House in good conscience that you had been working on it and that you had not been successful and that I would have to look somewhere else than to you for the reason. Right?

Hon. Mr. Mancini: I do not think I would ever tell you that.

Mr. Allen: The other one is that in last year's estimates we pointed out that there were still quite a number of disabled young people who were held inappropriately in facilities for the elderly. At that time they numbered 71 young people. The government promised at that time that they would be removed within 18 months.

Can you tell me how quickly how much of that promise has been fulfilled to date and if we will see them all out of those institutions by the end of the 18-month period?

Hon. Mr. Mancini: The promise has been made and we are going to get the details for you.

Mr. Allen: Will you?

Hon. Mr. Mancini: Yes, we will.

Mr. Allen: Thank you very much. There is one other small item, the report of the ad hoc committee on environmental hypersensitivity. We are now awaiting a Thomson report while another Thomson report is sitting gathering dust, apparently. This is a report on hypersensitivity of working people in working environments and in home environments as well. The government received this report two years ago. Not only is the author of the report, Mr. Thomson, very upset that there has been no action on it, but so are the people affected, although they are a group who are very incapacitated and have very great difficulty in mounting their own kind of lobby, as you would understand.

What is happening? Do you know?

Hon. Mr. Mancini: Who commissioned that report?

Mr. Allen: I think it was the Minister of Health, if I am not mistaken, but it might also have been the Minister of Labour under health and safety.

Hon. Mr. Mancini: That is not an item that I have had a chance to deal with. I do not know if we have any staff here who might be more familiar with it.

Mr. Allen: Will you check that out and get back to us on that also?

Hon. Mr. Mancini: We will check on the status of it and we will make up a sheet for you.

Mr. Allen: On the project budgets under tab 5, under the community initiatives subheading, we

have two items relating to your budget for awards. I wonder if you would tell me how many awards the Premier bestows in his accessibility design award project?

Mr. Sauvé: There are several categories in that program.

Mr. Allen: Three, are there not?

Mr. Sauvé: There is residential, commercial and research policy. There are awards as such, and then there are special mentions. Last year there were three awards in the nonresidential category, three in the residential category and one in the research and planning category. There were seven in all, plus special mentions to two organizations, the Ontario March of Dimes and the Muscular Dystrophy Association, for the work they have done in that area.

Mr. Allen: I do not know whether the minister considers that the Premier is pulling rank, but if the Premier gives out seven awards and you give out 14 under the community action awards, why is it the Premier is awarded \$85,000 to do his job and you are awarded only \$23,000 to do your job?

Mr. Sauvé: The Premier's awards for accessibility program is much more complicated than the community action awards. Those who submit a proposal under the Premier's awards have to submit photographs and architectural drawings of their building, and it all has to be well-documented. There is a two-step jury process; there is an internal one and then there is the outside jury of distinguished architects. For example, as was mentioned on Monday, Carlos Ott will be the chairman of that jury this year.

Also, site visits are required to ensure that what these buildings purport to have done is done, that they are models of accessibility, etc.

The various steps of the program go on for almost eight or nine months of the year. That is why the expenditure for the Premier's awards is more than double the community action awards.

1740

Mr. Allen: I presume that the architectural plans drawn up are ones already done for the project in any case, so there is no cost involved in that; the submission is simply a mechanical matter. Is that right, or are these really fancy items which people are in some sense compensated for? Is the cost of preparing them covered by this fund?

Mr. Sauvé: This year for the first time, those who have reached the final judging phase will receive \$800 to help them put in their final proposals. They are not terribly elaborate, but we

are told by the architects that it costs them up to \$2,000 to submit these proposals in a form that can be displayed.

Mr. Allen: You mean three-dimensional models?

Mr. Sauvé: Not necessarily three-dimensional, not like marquees, but in board form.

Mr. Allen: I am beginning to get an impression that this might be becoming too pretentious. Let that go on the record. I will not ask you any further about that.

Is the panel which does the judging also compensated for its task in the process?

Mr. Sauvé: Only for their travelling and out-of-pocket expenses.

Mr. Allen: To visit sites. Does the same group which does the judging of the preliminary examination of the design submissions do the site visits?

Mr. Sauvé: No. The final jury of Carlos Ott, Dr. Patricia Salta and Pam Cluff do not do the site visits. They rely on the initial jury's advice and the report of their site visits in determining their final selections.

Mr. Allen: What proportion of costs, of that total amount, is expended on the banquet event attached to it and on the rather expensive prizes that are given?

Hon. Mr. Mancini: It might be a good idea if the critics could attend the event this year. It will give them a better idea of exactly what the situation is.

Mr. Allen: As I gather from the brochure, some rather handsome amethyst sculptures are awarded as prizes. I do not know what the cost of handsome amethyst prizes is, but I would like to know.

Hon. Mr. Mancini: Would you consider that a handsome amethyst sculpture there?

Mr. Allen: That one is just taken out of a mine. That one has not been sculpted into a design of any proportion, which I assume is a fairly skilled task.

I hope the minister understands that I am not questioning the importance of events such as this, which call attention to important pursuits like accessibility design; I think that is critically important. I just want to make certain that our proportions of style, on the one hand, and substance, on the other, are healthy ones.

Hon. Mr. Mancini: I think it is important. This year we are going to give out the awards during the middle of the architects' convention.

We hope to have 350 or 400 architects from all over Ontario there. I think that will be an extra special event this year.

Mr. Chairman: Mr. Allen, are you waiting for a reply?

Mr. Allen: If there is a response.

Mr. Sauvé: I have some breakdown of 1985. The production of the brochure, the printing and mailing and all of that, is approximately \$15,000. The judging, all of the various stages including the \$800 stipend, or whatever you want to call it, to the finalist, is roughly \$27,500. The awards, the pieces of amethyst with the black granite base and the calligraphy on the scrolls, the framing and all of those related expenses, are roughly \$15,000. We estimate the luncheon we are going to have on March 1 at about \$11,000, and for the related public relations activities and the follow-up that we will try to do with this—we display the winners in appropriate locations at appropriate times in various areas of the province—we anticipate another \$13,000. The rest is sort of miscellaneous at this time. I would say we have spent \$22,000 or \$25,000 so far.

Mr. Allen: Is the luncheon you speak about being held in conjunction with the architects' convention?

Mr. Sauvé: Yes.

Hon. Mr. Mancini: That was done purposely.

Mr. Allen: Is the Premier providing a luncheon for the architects' convention as a whole? Is this just a small selected group that will be present to be part of the awards ceremony, or is the luncheon not providing the setting for the awards themselves?

Mr. Sauvé: The presentation would precede the actual annual meeting of the Ontario Association of Architects by a day, I believe. All of the architects will be invited, but we do not expect that they will all turn out. It will be held at the convention centre, where the architects will be having their annual convention.

Mr. Allen: Contingency plans are for all of the architects who would be coming to the convention to be attending the luncheon if that turned out to be the case?

Mr. Sauvé: Yes.

Mr. Allen: Just so I get some sense of comparison—I was there and enjoyed it; it was a very nice event—what was the budgeted amount for the banquet you provided for the community action awards?

Mr. Sauvé: We more or less got a final fix on that, and it is about \$10,000.

Mr. Allen: Thank you.

Mr. Tatham: Just a general question on matters of transportation. I went to an RTAC meeting several years ago, and I understood that in Vancouver they have a computerized service for the handicapped. Are you familiar with that at all? Have we given any thought to trying to do that in Ontario?

Mr. McClelland: Excuse me, I missed that. What was the acronym?

Mr. Tatham: RTAC.

Mr. McClelland: Which is?

Mr. Tatham: The Roads and Transportation Association of Canada.

Mr. Sauvé: The Wheel Trans system in Toronto is now a fully computerized system and all of the scheduling even now is done by the Toronto Transit Commission.

Mr. Tatham: In other words, a person can phone in. Is that the idea?

Mr. Sauvé: The person phones in and is scheduled for the ride requested, depending on the routes that are in demand on that day or at that time. In Toronto it is a fully computerized system. I do not know what goes on in other areas of the province such as Ottawa or London.

Mr. Tatham: Has this been automated recently?

Mr. Sauvé: In Toronto, the system went on line about a year and a half ago.

Mrs. O'Neill: Since we were talking about banquets, and that is under folio 5, I wondered what the Deng banquet is. Is it either one of the two you just mentioned?

Hon. Mr. Mancini: No.

Mrs. O'Neill: What is that?

Hon. Mr. Mancini: The Deng banquet was in honour of this gentleman's visit. Mr. Deng, I believe, is the son of the Chinese premier.

Mr. Sauvé: He is the son of the Chinese premier, chairman of the party.

Hon. Mr. Mancini: He is disabled and is trying to work on behalf of disabled people in his own country. It was the first year and he was honoured on this visit.

1750

Mrs. O'Neill: That is fine. These banquets all come out of what I consider your relatively small budget then?

Mr. Sauvé: Yes, those three.

Mrs. O'Neill: That is really the extent of that kind of thing?

Hon. Mr. Mancini: Yes.

Mrs. O'Neill: OK. Thank you.

Mrs. Marland: I am going to be brief, because I think we are going to try to finish this today rather than try to hang over our extra hour and a half.

I must say that I hope the minister and his staff will look very closely at today's Hansard and be sure that we do get written replies to the questions that have been raised. When I read through here again about the Barrier-Free Design Centre, it does not say anything other than, in essence, it is a facility to develop an awareness campaign for those people who work in the matter of design. I do not want to belabour it now, because I think when you read Hansard you will see it, but I still come back to the fact that on the Barrier-Free Design Centre grant, we had the two answers today.

One is that some of this money goes to developing and reviewing plans for actual applications for remodelling of homes of disabled people; yet in your own policy binder here, it just talks about seminars, consultation and training for those individuals who are involved in that work.

All I am saying is, tell me what it is. Is it somewhere where architects come to learn about it, which I can understand it is? Are we saying that if we teach them they then, in turn, for a reasonable fee will review application design? I would like a very clear explanation about what that section is; because it is a very important section, but in the long run it is also a lot of money.

Quite frankly, having quite a number of friends who are architects, I think that if you are a qualified architect you sure as heck ought to be able to design for the disabled. It is like being a qualified physician, dentist or whatever.

Hon. Mr. Mancini: That is not necessarily true.

Mrs. Marland: Well, I am sorry.

You have to be able to cope within the specialty of your profession. You do not see accountants who cannot deal with all kinds of accounting.

Hon. Mr. Mancini: That is true.

Mrs. Marland: I suggest that architects should be able to design buildings for the disabled.

Mr. Tatham: No, sorry.

Mrs. Marland: I know architects who have not attended the design centre who have been designing homes for the aged and nursing homes. I am not going to get into a debate with my colleague across the room, but I am suggesting that architects who are competent, who are professionals in this province today, know how to design for the disabled. If they do not, then I think that if they wish to have those kinds of commissions and they are going to be paid a fee for it, they can acquire that knowledge at their own expense if they do not already have it.

I am suggesting that there are architects today who, for a long time, have been designing facilities for the disabled; as I say, nursing homes, homes for the aged, any facility that has been institutional, and also modifications to private homes.

If they do not know it, since this is meeting a need, then I would hope, in return for giving them this opportunity, they in turn have a reduced fee to review applications on behalf of individual families who want to modify their homes.

Hon. Mr. Mancini: Before you go on, can I just commit myself? The staff are going to go through Hansard, and whatever questions were asked by any member of the committee that did not get answered, I can assure you that you will get an answer. I just want to make sure the committee members know that. We are not going to close up shop and go away.

Mrs. Marland: I am confident you will have your staff do that. It is just going to be easier than to have to ask you in the House for the answers we did not get in estimates. I am quite sure you will furnish us with all the information, because it is important to everybody. Regardless of party and regardless of where we sit in the House, it is important to have this information.

As I understand it, one of the major problems that has been identified in the province in the next list of priorities for the disabled, and it has obviously been identified by the report, Freedom to Move is Life Itself, is the subject of transportation. In respect particularly to the existing transportation system, there were apparently 1,500 complaints recorded in 1985. Since then, if that number has gone up and down, I am wondering what measures have been taken to alleviate the problems associated with the disabled transit systems. Apparently, there was particularly high use in December.

I know the interministerial committee on accessible transportation is dealing with this. It would have been great to have them here,

although I recognize we could not in the available time, but I just need to know that all the identified areas to do with transportation for the disabled, as I said at the outset of this committee's hearings, are not just going to be studied to death, that we are really going to get some action, because I think the needs have been clearly identified by the disabled communities and their representatives.

In this budget we are looking at, I do not actually see an area identified with a major dollar tag attached to it, to start implementing improvements in accessibility of public transportation for the disabled. When we are talking about the disabled, I think we have to look beyond the people who are classified as physically disabled and at the frail elderly who can perhaps walk to a bus stop or a streetcar stop but who have no way to board those vehicles. They are not eligible for Trans-Help, Wheel-Trans or whatever the local disabled transportation system is called, as those people need to have the accessibility to public transit.

Maybe there are fairly minor modifications to boarding a bus, a streetcar or a subway train. It may not be a very big dollar item, but it opens up a whole world of accessibility to the frail elderly and the disabled people of any age. I think it is something we must all be committed to, because when we are talking about transportation and the world of accessibility that that itself identifies, we are not talking simply about being able to go shopping or to a movie. We are talking, in a lot of circumstances, about being able to work, pure and simple, being able to be financially independent because of access to a means of transportation to a place of work.

I hope that will be an area we certainly will see some commitment to in the near future.

In dealing with the area of housing for the disabled, perhaps the most disappointing thing for me in this role as critic for the disabled in this committee with you as minister—not you, Remo Mancini, personally, but you as the minister with the hat on, as Mr. Johnston was trying to put it—despite all my enthusiasm and all my excitement about the fact that we have a minister of the disabled, admittedly a Minister without Portfolio, has been to hear what you said in your opening statement: "We are only responsible for policy; we are not responsible for program implementation."

1800

Hon. Mr. Mancini: What is more important than policy? Policy is what makes line programs move.

Mrs. Marland: Absolutely, but we have always had some line programs through all those different ministries, whether we are talking about Health, Housing, Community and Social Services or whatever. We have always had some provision for the attendant care of people with disabilities in those other ministries. What I am saying is that suddenly we have this focal point, a Minister without Portfolio responsible for disabled persons, and I learn that, really, it is just policy.

Do you know what policy is? Policy is often a lot of talk, a lot of development of philosophy and so forth, but the actual practical terms of when something gets into somebody's hand, becomes alive and active and has a result, is the thing that really matters to everybody.

What I am saying to you is that I hope when you need it you will have as much clout and ammunition as you need in those cabinet sweepstakes, when you are there on behalf of the disabled and in fact on behalf of all of us who act on behalf of the disabled; because otherwise this whole thing is a whole pile of window-dressing where this money is identified here, and it is shuffled here, and it is this program and that, and it is administered by somebody else.

All I am saying is that I hope this ministry for the disabled, as with the ministry for the seniors, is more than window-dressing. I hope it is something with very real substance on behalf of those people who need it.

Mr. Chairman: I would like now to call this vote, and I had had indication that we might.

Mrs. Marland: With respect, I think, with a little courtesy, maybe we could ignore the clock just for a few minutes. I did not want to have the final word. I think the critic for the opposition should have his summary too.

Hon. Mr. Mancini: I think the minister should have the final word, if you want my opinion.

Mr. Chairman: According to the standing orders, I think we are supposed to finish at six o'clock. I am willing to be lenient to Richard Allen. Would you like a minute or two?

Mr. Allen: I would just like to make a quick point, and this perhaps illustrates my concern as much as anything.

The Provincial Auditor, of course, is attempting to enhance his auditing capacities and to determine the effectiveness with which money is spent, not just whether it is spent on what it was allocated for.

The minister may have noticed that with regard to schools for the blind and deaf, there was a very interesting note that it was very difficult to gauge the real performance of those institutions in terms of their results. It was true that you could see how many students were in attendance and what was spent on them and how many instructors there were and what have you, but when you came down to fundamental questions and indicators—such as the number of blind and deaf students living independently after graduation, the number of students with jobs, the number of students attending colleges and universities, the cost per student by type of program for each school, the teaching and administrative staff to student ratios for each school—suddenly there is a great blank in the information.

I just want to say that I hope you, as minister, will be riding herd on those kinds of institutions that presumably are there to produce results but do not have any good indicators for us as to whether they really are producing results for the disabled. If you could do anything you could to enhance the capacity of the Provincial Auditor to get that kind of information from those institutions, that would be extremely useful.

I found the same informational problem the other day when, for example, I was trying to get some sense of the importance of your Easter Seal program in terms of how far it went to fill a need. I could find no statistics from any source anywhere that told me how many physically disabled young people there were in Ontario. There is a rough breakout in terms of how many disabled persons there are by proportion of the population and therefore what proportion of what age group might be disabled, but in terms of the actual numbers of physically disabled, I found that extremely difficult to get.

Therefore, you yourself must be having some problem gauging how big that program should be, because it really is not quite clear, at least to me, as far as I could find information, whom it ought to be serving in terms of numbers. Anything you can do as a ministry to get good, hard information for us and for yourself that gives some sense of what we are accomplishing in programs like that will be immensely helpful for all of us.

Mr. Chairman: If I might then, we are considering the estimates of the Office for Disabled Persons. The Honourable Remo Mancini is the minister. That is vote 1101. I think you know that we are considering the revised

amount, \$2,519,000, which is in the revised estimates.

Vote 1101 agreed to.

Mr. Chairman: This completes consideration of the estimates of the Office for Disabled Persons. Should the committee report the estimates to the Legislature?

Agreed.

Mr. Chairman: Ladies and gentlemen, on your behalf, I would like to thank the Honourable Remo Mancini. We appreciate his being with us.

I would also like to thank the staff of the Office for Disabled Persons. We appreciate your

patience. I do not know if I have all the names here, but I would like to mention them for the record: Clem Sauvé, who is the senior adviser to the office, Bev Aldridge, Edna Hampton, Steve Little, Anne Johnston, Susan Kitchener, Mary Tate, Calvin Bernard, Brad Cowls, Lucy Chong, Gerry Clarke, Maryann Lisk and Barbara Robertson. The other day we had Ron McInnes, who is the chairman of the Ontario Advisory Council for Disabled Persons.

I hope I have not missed anyone. We are most grateful to you.

The committee adjourned at 6:06 p.m.

CONTENTS**Thursday, December 17, 1987****Estimates, Office for Disabled Persons**

Office for Disabled Persons program	S-131
Adjournment.....	S-154

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Adams, Peter (Peterborough L)**Vice-Chairman:** LeBourdais, Linda (Etobicoke West L)

Allen, Richard (Hamilton West NDP)

Campbell, Sterling (Sudbury L)

Cousens, W. Donald (Markham PC)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

McClelland, Carman (Brampton North L)

McGuinty, Dalton J. (Ottawa South L)

O'Neill, Yvonne (Ottawa-Rideau L)

Tatham, Charlie (Oxford L)

Substitutions:

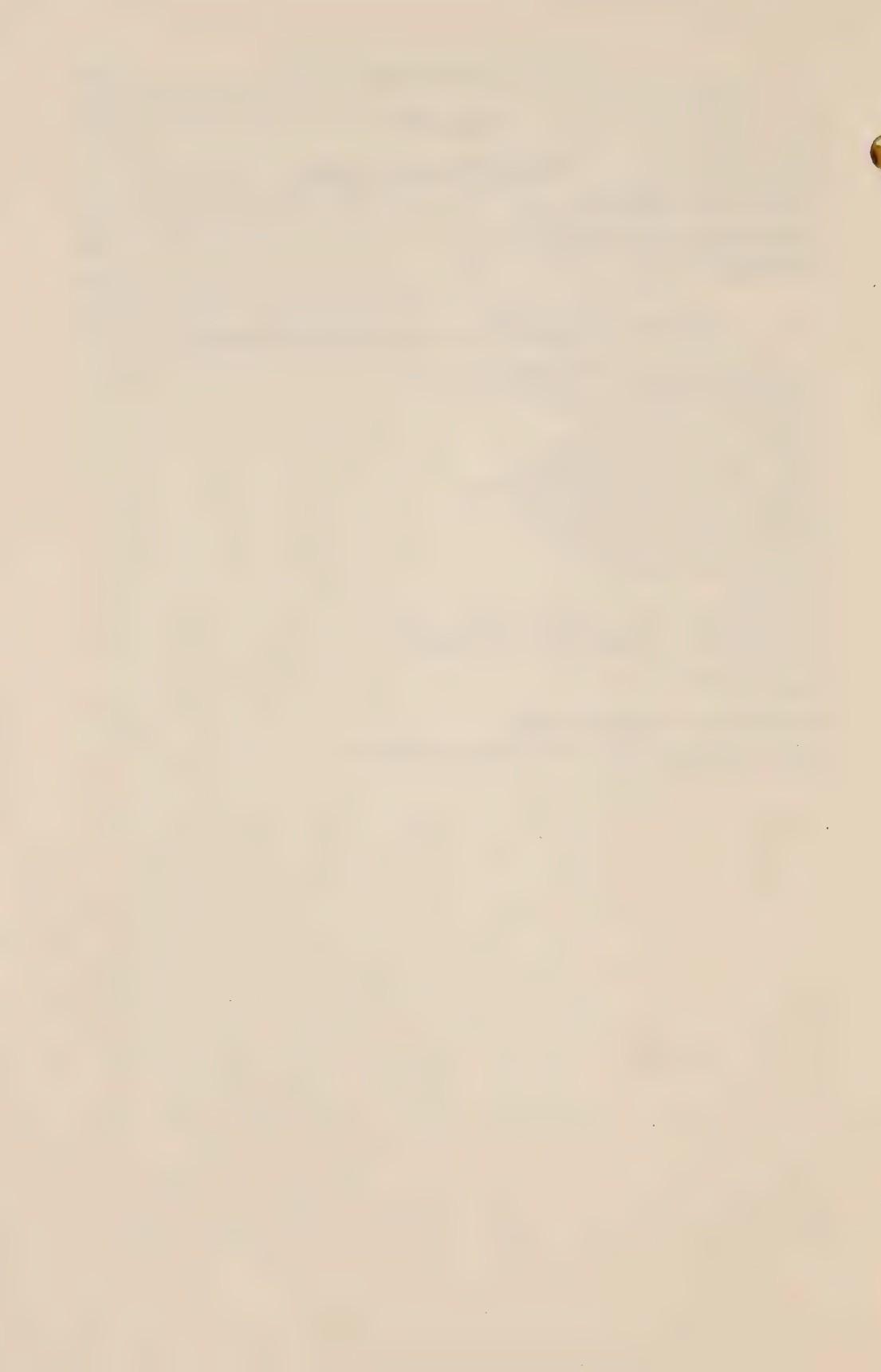
Marland, Margaret (Mississauga South PC) for Mr. Jackson

Reycraft, Douglas R. (Middlesex L) for Mr. Campbell

Clerk: Carrozza, Franco**Witnesses:****From the Office for Disabled Persons:**

Mancini, Hon. Remo, Minister without Portfolio (Essex South L)

Sauvé, Clem, Senior Adviser





CARON
XC/2
-577

Government
of Ontario
Publications

No. S-7

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Colleges and Universities

First Session, 34th Parliament
Monday, October 31, 1988



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, October 31, 1988

The committee met at 3:47 p.m. in room 151.

After other business:

1555

ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

Mr. Chairman: I would like to welcome the Honourable Lyn McLeod, Minister of Colleges and Universities, and begin with the estimates procedure. The committee has had circulated to it Estimates Background Material 1988-89 from the ministry. I notice within the material that there are four votes and I would seek the guidance of the committee as to the procedure it wishes to follow with respect to those votes.

Committees generally have followed two or three different courses of action: taking the discussion and voting on each one or sometimes leaving the votes to the end. Is there any preference on this committee with respect to the procedure?

Mr. Beer: I think we would be flexible. If it is the wish of everyone that we stack the votes at the end, that would be agreeable to us.

Mr. R. F. Johnston: It is fine with me either way. I think it might be wise if—essentially we will not be getting to votes today—we wait until Mr. Jackson returns to the committee tomorrow and can make a final decision on that in case he wants it to go one way or the other.

Mr. Chairman: Okay, we will defer final determination on that matter. As well, with respect to the presentations, it is customary for the minister to make a presentation to start off our examination of the ministry estimates, followed by comments by the two opposition parties. The procedure that I will follow—but I am in your hands—will be to allow questions of a clarification nature only during those presentations and leaving substantive matters to later. Is that acceptable? These are questions, I assume.

Mr. Beer: Yes, short questions.

Mr. R. F. Johnston: Absolutely. It's hard to put forward objections, but the questions, I agree.

Mr. Chairman: Okay. At this time I would like to call upon the Honourable Lyn McLeod, Minister of Colleges and Universities, for her presentation. Feel free to introduce anyone you

have with you as well if you need to introduce people that you have accompanying you for sessions. I look forward to the 13 hours. For the clarification of the committee, we do have 13 hours set as a committee for examination of the estimates of the Ministry of Colleges and Universities.

Hon. Mrs. McLeod: Thank you, Mr. Chairman. I think perhaps I will save the introductions of the Ministry of Colleges and Universities staff until such points at which we do indeed have to call upon their expertise for the details of some of the questions which might be presented. I believe the committee members would know our Deputy Minister of Education, Dr. Tom Brzustowski. I was intending to indicate at the outset that Dr. Brzustowski would not be able to attend our committee meeting on Thursday. We are now not going to be sitting on Thursday so I do not need to explain that he will not be able to join us. But I do want to mention the fact that he was going to be absent and will be attending the memorial services for Dr. Jerry Hagey, who was the founder and former president of the University of Waterloo and a pioneer of co-operative education in Canada. I make mention of that so that the committee would be aware of the passing of Dr. Hagey, who is clearly a significant person in the development of Ontario's post-secondary education.

Mr. Chairman and members of the committee, I am pleased to bring before the committee the expenditure estimates for the Ministry of Colleges and Universities for the fiscal year 1988-89. Later, we will have an opportunity to exchange views, and I look forward to your questions and comments. But first, I would like to give you a broad sketch of Ontario's post-secondary education sector and place it in the context of contemporary developments and this government's overall objectives.

Since taking office I have had opportunity to pay visits to the majority of our 44 post-secondary institutions and observe them first hand and I certainly am impressed with what I see. As you know, Ontario has 22 provincially supported universities and related institutions, including Ryerson Polytechnical Institute and the Ontario College of Art and 22 colleges of applied arts and technology.

Each one is a strong link in a chain of post-secondary facilities that stretches the length and breadth of the province and, as a physical presence, reaches into about 96 separate communities. These 44 dynamic institutions have been rightly identified by the government as major catalysts in the process of Ontario's economic growth and social development. They are on the leading edge of both material and social progress by virtue of their activities on many fronts: their educational and training functions, of course, but also their scientific research, technological innovation, collaboration with industry, support for entrepreneurship, critical social thinking, advancement of the arts and international co-operation.

1600

In these varied roles, they are important partners in fulfilling the government's objective of steering Ontario into the forefront of economic leadership and technological innovation. They are also well positioned to raise Ontario's profile in the increasingly important area of international co-operation and, in fact, are already engaged in valuable development and training projects overseas.

In addition, each year our colleges and universities welcome about 12,000 international students who add to the vitality of our academic life and our economy and act as informal ambassadors for Ontario when they return to their native countries.

The primary function of post-secondary institutions is the development of our most valuable resource, the human intellect. As centres of higher learning, they stretch people's minds with provocative ideas and challenging new skills. The efforts they make today will keep Ontario competitive tomorrow. These institutions also play a strong role in guaranteeing Ontario a steady supply of skilled and adaptable workers. Such a labour force is essential to our survival in a fiercely competitive and rapidly shifting global economy.

Our post-secondary institutions are key players in the new global economic reality. They are prime factors in Ontario's accelerating evolution from a largely domestic and industrial economy to an international one based on sophisticated new foundations, on skill-intensive services, state-of-the-art information systems and globally competitive technology.

One measure of this new reality and the government's commitment to accessibility is the great surge in university enrolment. As of September 28, 1988, the number of applicants

from Ontario secondary schools for fall entrance into Ontario universities had grown by almost nine per cent over the previous year. In September 1987 the number of university registrants equalled 21.9 per cent of those students who had enrolled in grade 9 five years earlier. An estimate for 1988 is almost 24 per cent. Compare that with 1979, when only about 14 per cent of the grade 9 cohort of five years before went to university after grade 13.

A total of almost 293,000 students were enrolled in full-time or part-time degree programs in our universities in the fall of 1987. The year before, our university-level institutions granted almost 51,000 degrees. Apart from degree program registrants, many thousands more expand their intellectual horizons in non-credit continuing education courses.

During 1987-88, the colleges of applied arts and technology enrolled approximately 113,000 full-time students, including post-secondary, apprenticeship and adult retraining streams. Part-time students also took advantage of college courses with an impressive 740,000 course registrations. That is testimony to the colleges' importance in continuing education for Ontarians unable to pursue full-time studies because of job, family and community commitments.

A preliminary ministry survey done in mid-September indicated that 1988-89 enrolment levels are approximately the same as last year's. In broad terms, our post-secondary sector is serving more than one million students. In fact, one in 30 Ontario citizens is a full-time post-secondary student and one in nine is registered in some form of post-secondary activity.

At the same time, many of our colleges and universities also serve their local communities with facilities for recreation and sports, cultural events and public information. In our initiatives on post-secondary education, my ministry has been guided by three central goals: accessibility, excellence and relevance.

By accessibility, we mean making higher education a realistic possibility for as many qualified students as possible, not just young high school graduates but historically underrepresented groups such as mature students and seniors, the disabled, francophone and native Ontarians and citizens in remote communities or on low incomes. We have, as I will show later, taken steps to reduce barriers to post-secondary education.

By excellence, we mean striving to ensure the highest achievable standards. By relevance, we

mean ensuring our educational system is able to serve both the needs of the marketplace and the need for individual growth and development, especially now as times and needs are changing rapidly. I am sure you will agree with me that this government has these three goals in mind as it reviews, plans for and administers the post-secondary educational institutions.

I would like to outline some specific initiatives undertaken in pursuit of these three cardinal goals. I will focus on the universities and discuss colleges in detail later in my address.

Let me begin with the question of basic operating grants to universities, which we have increased by 25 per cent since assuming office in 1985. The operating grants for fiscal 1988-89 will total \$1,554,000,000. This represents a total increase of \$106.9 million, or 7.4 per cent, over the 1987-88 level. That level represented an increase of 11.5 per cent over base university support levels for 1986-87.

To ensure greater accessibility, we have allocated the sum of \$124.3 million over two years to encourage and accommodate university enrolment growth. That translates into \$36.3 million for 1988-89 and \$88 million for 1989-90. Of the 1989-90 allocation, \$4 million has been targeted to promote access for underrepresented groups.

Students' financial resources can also be a barrier to post-secondary education. Recognizing this, we have increased financial assistance and broadened eligibility under the Ontario student assistance program. I shall go into more detail on this program later in my remarks.

Increased accessibility for francophone students has also been an important item on our agenda. In 1987-88, we committed \$17.6 million for French-language programs at Ontario's four bilingual universities, and that figure will rise by 15.3 per cent, to \$20.3 million, for 1988-89.

In order to expand educational opportunities for French-speaking students and improve health care for our francophone communities, we concluded an agreement with the province of Quebec to admit qualified Ontarians to French-language programs in Quebec universities. Up to 30 qualified students may be admitted each year to programs including medicine, audiology/speech-language pathology, dentistry, pharmacy and master programs in nursing and social services. We expect this initiative will ultimately increase the availability of health care professionals in underserviced areas designated under the French Language Services Act and will include some of the northern communities.

Residential accommodation is also a factor in accessibility, so this year we introduced a program to subsidize the construction of additional accommodation in university residences. Earlier this year, I announced that we would make available \$65 million in grants over 25 years for the creation of 5,000 new residence beds. I am confident the university student residences program will not only enhance accessibility but reduce the competition for affordable housing between students and low-income citizens. Many of these residence projects will provide much-needed married student accommodation and some accommodation for disabled students.

As I am sure you will all agree, accessibility must not compromise excellence and excellence is directly related to the quality of academic facilities. Therefore, we have provided substantial capital grants to renew the physical assets of both universities and colleges. Between fiscal 1986-87 and fiscal 1988-89, this government committed \$273.3 million to 58 post-secondary projects worth a total of \$399.8 million. These building programs have ranged from new libraries and music facilities to computer science centres and fish hatcheries. In addition, we have contributed to dozens of renovation and repair projects.

For university capital needs in 1987-88, we made available \$60.2 million. On some of these, construction is already under way; for example, York University's fine arts expansion, phase III, to which we are contributing \$6.5 million. Capital allocations for 1988-89 have been increased to \$77.7 million. This includes \$42.7 million for major projects, \$20 million for renovation, alteration, and repairs, \$10 million for the special enrolment accommodation program, which allowed universities to accommodate a significant increase in student enrolment, and \$5 million for university student residence programs.

1610

I am pleased to report that six of the 12 new building projects approved by my ministry in 1986-87 have reached or are nearing completion. These include the new arts and science centre at Wilfrid Laurier University, the new music building at the University of Ottawa and the campus renewal program at Lakehead University.

In dispersing capital grants to institutions, we are guided by the principle of addressing clearly identified areas of critical need. For instance, in March we awarded a grant of \$5.6 million to the

University of Western Ontario to expand its facilities for training professionals in the rehabilitation sciences, in which Ontario is facing a serious shortage of these trained professionals. We also granted the University of Ottawa \$9.6 million toward a new science and engineering complex. It will allow North America's largest bilingual university to produce additional qualified French-language graduates in these critical fields.

Another identified priority is the education and training of health and social services professionals to care for Ontario's rapidly growing elderly population. In March 1987, we awarded to McMaster University an extraordinary grant of \$12 million to be used over 10 years for the establishment of a multidisciplinary department of geriatrics and gerontology. Since that time, McMaster has recruited six new faculty members for educational programs, clinical teaching units, the geriatric educational development unit and the health priorities analysis unit. This May, Dr. A. S. Macpherson, who most recently was the medical officer of health for the city of Toronto, was appointed the educational centre's first director.

The centre's first-year activities focused on strengthening clinical skills in the family medicine residency program; increasing continuing education opportunities related to geriatrics for practising physicians, including those in northern communities; interprofessional team building; the development of clinical teaching units in the community, and organization of the first Annual Conference on Education in Ageing and Health.

This conference provided an opportunity for educators in geriatrics and gerontology to learn about innovations in education, research and health care and to consider how educational programs can be strengthened for professionals to deal more effectively with senior clients.

In 1986-87 and 1987-88, we also committed a total of \$49.3 million specifically for university library materials and learning equipment. In 1988-89, \$26 million was added to basic grant entitlements for the ongoing support of library and equipment needs.

Equally crucial to both excellence and accessibility, of course, are the quality and number of university teachers. Hence, we created the faculty renewal program, which over a five-year period will revitalize the teaching lifeblood of the universities. Over five years, 500 new and younger faculty members are being hired. Between 1986-87 and 1988-89, \$38.9 million

will have helped bring on stream 368 new faculty. Under the program to date, 52 per cent of new staff hired have been women.

This ministry, in co-operation with the Ministry of Education and the major educational stakeholders, has been engaged in a comprehensive review of Ontario's teacher education with the aim of ensuring that this province has high-quality university programs for the training and continuing professional development of our primary- and secondary-level educators. The Minister of Education (Mr. Ward) and I will give this report careful consideration.

Earlier this year, my ministry commissioned a review of the Ontario Council on University Affairs, which serves as the minister's advisory body on universities. The comprehensive examination of OCUA's role and mandate was conducted by Dr. John Stubbs, president of Trent University. Dr. Stubbs has concluded that there is a need for the continued existence of an intermediary body between the government and the university system. He has recommended that the council be relieved of its administrative functions in order to become more proactive in advising both the minister and the universities on the future direction of the university system.

I have invited comments on the Stubbs report from the university community and relevant government agencies. I expect to be able to make an announcement on the future of OCUA later in the fall or early in the new year.

In the interest of ensuring the continued relevance of university education, my ministry operates the program adjustment fund, which has a current budget of \$7 million. This fund allows university departments to revamp, expand, reduce or discontinue programs in response to changing needs. This year, for instance, one of the priorities for funding eligibility was the expansion of programs in the rehabilitation sciences, such as physical and occupational therapy, audiology and speech-language pathology.

As I mentioned earlier, Ontario is currently experiencing a shortage of rehabilitation professionals, and the fund is designed to help faculties deal with identified areas of need such as this.

These measures significantly enhance the relevance, accessibility and excellence of university instruction. But universities are also research institutions, and their research is crucial both to the training of their students and to the wellbeing of this province. One of the government's priorities has been to strengthen the partnership

between Ontario's academic communities and its corporate sector for the overall economic good.

One component of that strategy is the revitalized university research incentive fund. URIF continues to support joint research ventures between academe and industry by matching corporate dollars in short-term university-based projects. URIF has now committed \$23.2 million to 281 projects worth about \$60 million at 15 institutions. These co-operative investigations cover a wide range, including finding a vaccine for acquired immune deficiency syndrome, a treatment for Alzheimer's disease, developing environment control computers for severely disabled people and improving milk production in dairy cows. They also include mining, telecommunications and agricultural projects.

Interest in URIF remains strong with 527 proposals submitted since the program's inception in 1984. We are continuing to examine and redefine the program to meet the priorities of government, the universities and private industry.

When cabinet approved the revised URIF program in August 1986, it was agreed that a program review be completed by March 1989. A study has recently been commissioned to evaluate the impact of the URIF program upon both the university and the private sector research communities.

In further support of research, the ministry has co-operated with other ministries in establishing four \$1-million university research chairs in vital areas. We have assisted the Ministry of Northern Development and Mines in founding a chair in forest management and policy at Lakehead University; in rock mechanics and ground control at Laurentian University of Sudbury and in mine design at Queen's University. A fourth chair in land stewardship designated and funded by the Ministry of Agriculture and Food for the University of Guelph has reached the search committee stage.

These measures reflect our commitment to keeping Ontario in the front ranks of scientific research and to encouraging the transfer of technology from university laboratory to industrial production lines. In the same context, we are collaborating with the Ministry of Industry, Trade and Technology on the seven centres of excellence. The centres involve partnerships between Ontario corporations and 13 universities in long-term fundamental research. This investigation is deemed of strategic importance to Ontario and covers such areas as space and terrestrial science, integrated manufacturing,

ground water and new materials, telecommunications, lasers and light waves and information technology.

Each centre currently has 30 to 50 research projects under way, and the centres are attracting outstanding researchers, graduate students and a growing number of corporate partners. They have also stimulated a great deal of interest beyond Canada's borders and receive delegations from abroad.

My ministry is also co-operating with Industry, Trade and Technology on a new Centre of International Business, involving three universities: York University, the University of Toronto and Wilfrid Laurier University. This initiative will provide Ontario with a centre for research, education and public policy in international trade, business and marketing and will train students and practising executives for optimal effectiveness in the global marketplace. We will provide \$6 million over five years, after which the centre is expected to become self-sufficient.

In recognition of the new global economic realities, this government has strengthened educational co-operation with other countries. One of the initiatives arising out of the twinning accord signed in 1985 by the Premier (Mr. Peterson) and the province of Jiangsu in the People's Republic of China is the Ontario-Jiangsu academic exchange established in 1986. Monitored by my ministry's international activities unit, the arrangement encourages exchanges of post-secondary students and faculty members for the purpose of study, teaching or research in the twin provinces.

1620

In 1987-88, five faculty and 10 students from two Ontario colleges and seven universities participated in the exchange in the fields of science, the humanities and social science. The exchange has also brought seven Chinese faculty members to study in Ontario. The exchange is now in its third year of operation and has a current budget of \$225,000. This year, an estimated 14 faculty members and 15 students from five colleges and 10 universities will participate.

We have also made efforts to promote educational co-operation with countries in the Middle East. We have signed memoranda of understanding with Kuwait, the Yemen Arab Republic and Oman. For 1988-89, \$77,000 is available for six Ontario international graduate awards for students from the Yemen Arab Republic and Oman. These are master's and doctoral level scholarships and are worth

\$12,000 apiece. Recipients will pursue studies in agricultural technology and education, engineering, technical and vocational curriculum development and educational research.

We announced, in 1987, an ongoing allocation of \$5 million a year for the waiver of differential tuition fees. This waiver provided for up to 1,000 outstanding international graduate students to attend Ontario universities.

Between 1982 and 1986, the numbers of international students choosing to attend university in Ontario had been in a steady state of decline, decreasing by 23 per cent over this period. I am very pleased to be able to inform you that the introduction last year of a program to attract international graduate students to Ontario has reversed that decline and that in the fall of 1987 international graduate student enrolment increased by over five per cent over the previous year. I would point out that the Ontario Council on Graduate Studies expects that the full positive impact of the government program will be seen in the current academic year.

As you may also be aware, most of our secondary institutions are involved in international research, development and training projects which are doing a great deal to raise Ontario's profile in international co-operation.

At this point, I would like to leave the university sector and speak about our 22 colleges of applied arts and technology. Our dealings with the colleges have been determined by the same central goals as guided relations with the university sector: accessibility, excellence and relevance. In keeping with these goals, the colleges are actively working on developing and maintaining links with industry to ensure that programs are relevant and timely. I would like to mention a few of the many exciting partnerships.

Ashtonbee campus of Centennial College is the largest transportation education centre in Canada and offers courses which range from land to air to sea. Two thousand students attend day school during the year in 30 different programs. Many of these are co-op students taking training, retraining, upgrading and apprenticeship courses sponsored directly by companies such as General Motors, Ford and Canadian Tire. There are also about 70 part-time courses offered which serve an estimated 4,500 additional students.

In addition to their role in preparing early childhood education graduates, colleges serve their communities by providing child care spaces in the college setting and day care centres. Most colleges operate those centres or laboratory schools to provide students with practical experi-

ence and field placement opportunities for their students within the early childhood education program. The Fashion District Day Care Centre at George Brown College is an example of a co-operative venture in day care involving the college and the community.

Many colleges offer management training programs for the private sector through conference centres, programs for business and industrial training and in-house training programs through Ontario skills development offices. These flexible programs are often tailor-made to the needs of a particular employer. In the Metro area, Seneca College's conference centre in North York, the management development centre in King City, Humber College's conferences and seminars centre in Etobicoke and Centennial College's management training centre in Scarborough offer excellent examples of this component of college training.

Other kinds of partnerships abound across Ontario's college system. In 1984-85, according to the Association of Colleges of Applied Arts and Technology of Ontario, the colleges worked with 5,592 companies to set up 5,605 separate training programs to upgrade the skills of 78,000 employees. This kind of activity has continued at this pace since that time. Program advisory committees in each college play a key role in the development of new programs, monitoring existing programs and especially in integrating employer and community expertise in the ongoing revitalization of college curricula. The active participation of industry representatives on the program advisory committees ensures relevance and contributes very much to excellence. Program renewal is a serious and continuing business within colleges of applied arts and technology.

I am pleased to report that Conestoga College opened the Woodworking Centre of Ontario in September. This \$6-million project will house two specialized woodworking programs this year, woodworking technician and industrial woodworker, and additional programs will be introduced in upcoming years. It is estimated that more than 200 students will make use of the facility during this initial school year. The college is also developing retraining and upgrading seminars for employees of the wood products industry.

Durham College has created extensive facilities to provide training, retraining and apprenticeship programs in high technology for the automotive manufacturing industry. It is another excellent example of how community colleges

work in partnership with large local employers and industries. In this case, the employer is General Motors and the industry is automotive manufacturing.

Another example of college-community linkage is evident in the activities of the Northwest Enterprise Centre of Confederation College in Thunder Bay. Through its programs, small business owners develop new, constructive perspectives on entrepreneurship, learn how to refine their business skills and how to develop their ideas into practical plans with achievable objectives.

Originally established to respond to the learning needs of the small business community, the centre has in fact created a climate within which emergent entrepreneurs can network and provide mutual support, in effect revitalizing economic activity in the northwest and farther afield. So successful has been the centre's small business owner development program that today it is being replicated in more than 30 locations, not just in northwestern Ontario but across the country.

Since assuming office in 1985, this government has increased annual operating support to the colleges by \$173.5 million to the 1988-89 level of \$661.3 million.

The annual operating grant allocation also includes a \$10-million fund for the purchase of instructional equipment. This is particularly important in institutions that provide hands-on, job-oriented training, which demands that equipment keep pace with technological change in the workplace.

The ministry also provided strong support to a college system project to extend computer-based learning in college academic programs. Now entering its second year, the computer-based learning project has launched a system-wide database and opened up computer communication between colleges to share learning materials and reduce duplication.

Six Ontario colleges offer bilingual and French-language programs. The government of Ontario is committed to providing enhanced educational opportunities for its French-speaking population. My ministry has initiated negotiations with the Secretary of State of Canada regarding funding support for new provincial initiatives in French-language education, including the possibility of a French-language college in Ottawa. We are also reviewing the provision of college level French-language services in other regions of Ontario.

During 1988-89, the ministry will distribute \$12.8 million in French-language grants, a substantial increase over the \$9.4 million in 1987-88. I am pleased to report on several examples of projects being supported by the additional funding. Funds of \$320,700 for Algonquin College and \$651,000 for Cambrian College have already resulted in the startup of new courses in technology and health sciences. In addition, \$1 million was targeted for improved French-language student services and new program development and implementation.

Two other important projects received grants. Educ-Action, a program to raise participation levels of francophones in post-secondary education, received \$550,000. Education à distance, a strategy to train teachers in the delivery of French-language distance education, also received a grant of \$550,000.

We are also concerned about maintaining the excellence and relevance of programs in the north. We made a special allocation of \$4 million for the northern colleges. The funds were designed to help three campuses adapt to enrolment declines and to help northern colleges develop new programs to address specific local needs.

Capital funding for physical facilities has also dramatically increased since 1985. In 1987-88, we allocated \$31 million for capital projects, a considerable increase over the 1985-86 allocation of \$18 million. Of that amount, \$10 million was provided to help colleges repair and renovate existing buildings and to adapt facilities to meet the needs of disabled students. For 1988-89, we have allocated \$32.3 million in capital funding for the colleges, including \$10 million for repair and renovation.

1630

In April, for instance, we provided \$5 million to Durham College for a major expansion that will help the college serve the growing population in Durham region. In March, we provided \$4 million to Humber College for a new learning resource centre to complement Humber's new technology centre, to which my ministry contributed \$5 million in 1987.

In 1987, we awarded \$9.5 million to Centennial College for the expansion of its Progress campus. Construction began on this project in late September. Algonquin College received \$6 million to build a new hospitality training centre, which is in the final design stages, with construction expected to start soon after the design is completed. Cambrian College will open

a new \$4-million technology and trades centre later this fall.

I would also like to mention this ministry's recently announced policy change to allow the colleges to build and maintain student residences. To further accessibility objectives, up to \$100 million in Canada pension plan funds will be made available at lower-than-market interest rates to finance mortgages for residences. This new policy meets another social objective of government by reducing competition for affordable accommodation between students and low-income earners.

Another exciting new venture generated by the Premier's Council and aimed at strengthening Ontario's economy is the creation of six centres of entrepreneurship. Situated at Ontario universities and colleges—

Mrs. O'Neill: Didn't we decide we were going to ban that word?

Mr. R. F. Johnston: Was this designed to aggravate us? You told them about this, the effect of this word on me.

Mrs. O'Neill: It is the emotion she is engendering.

Mr. R. F. Johnston: Perhaps you have seen that movie where the use of one word sets a person off into a psychopathic rage. The word "entrepreneurship" has been doing that to me lately.

Hon. Mrs. McLeod: Should I put on my former clinical hat then?

Mr. R. F. Johnston: It's a big job.

Hon. Mrs. McLeod: I will learn to whisper it.

Mr. R. F. Johnston: Go ahead.

Hon. Mrs. McLeod: Situated at Ontario universities and colleges, the centres will help to develop entrepreneurs and new businesses in the province. They will develop academic curricula, train teachers and guidance counsellors and stimulate research into entrepreneurial strategies. The Premier's Council technology fund is providing a three-to-one matching grant of up to \$3.6 million over four years towards operation of the centres, which began their activities in the spring.

In addition, this program is playing an important role in forging college-university linkages. For example, there is a tripartite union among St. Lawrence College, Loyalist College and Queen's University. Other participating institutions are Canadore College in North Bay, Centennial College in Scarborough, Confederation College in Thunder Bay, Lakehead and York universities, Ryerson Polytechnical Institute and

Nipissing College, which is affiliated with Laurentian University.

It has been 23 years since the college system was first conceived in legislation. In their short history, they have done a remarkable job of meeting local community needs and producing the skilled graduates Ontario employers need. Yet as they find themselves in their third decade, they realize the need for self-examination and change.

In recognition of the challenge of meeting changing needs in a changing environment, I have requested the Ontario Council of Regents to undertake a year-long analysis of the college system. Known as Vision 2000, this comprehensive project will examine all aspects of the college role and assist in the formulation of a clear and coherent strategy to guide the college system into the next century. Vision 2000 will consider the college system in terms of its relationships to the economy, the community and other educational institutions through a visible, collaborative and broadly integrated process. The findings of Vision 2000 will assist with the future development and role of the college system in the 1990s and the decades beyond.

The colleges have also undergone recent changes in governance which will heighten their ability to address the changing needs of the times. In 1987, in response to recommendations in Walter Pitman's report on college governance, three major adjustments took place.

First, the boards of governors of colleges were expanded to include representatives of students, faculty, administrators and support staff. Each of these groups elects one governor. I should note that the new board members, who bring fresh and innovative perspectives to the governance process, are currently the subject of further review by my ministry with respect to the extension of voting rights.

Second, college councils were introduced on a system-wide basis. With representation from faculty and students, the councils provide academically related advice to college management and are opening up the lines of communication and consultation within individual colleges.

The third major change is in the role of the Ontario Council of Regents. This has changed from a hands-on body involved in practical concerns to an advisory one. In its new strategic and planning function, the council will undertake research and make recommendations on system-wide policy. Council's first major initiative is the Vision 2000 project, which I have already outlined.

In the same spirit of objective examination, the ministry appointed Dr. Jeffrey Gandz of the University of Western Ontario to examine collective bargaining procedures in the college system. This was the first major review of the legislation since its introduction in 1975. His report, submitted in April of this year, made 38 wide-ranging recommendations. The report is presently under review by the ministry.

Last year, it was acknowledged that sound governance in the colleges must go hand in hand with sound management, so to strengthen college management, boards introduced two major new initiatives: comprehensive operational reviews and college annual reports to the minister.

Operational reviews entail thorough examination of major aspects of college operations at least every three years. This will enable the board of governors to ensure that management is efficient and cost-effective. The annual reports will document college planning over the past year and inform the minister both of individual college's strategic directions and of issues arising across the system.

In addition to the above initiatives, the ministry is also addressing several fiscal issues that bear on the operations of individual colleges.

I am pleased that the College Funding Review Committee, which consists of representatives from the colleges and ministry staff, is undertaking an examination of several aspects of the college funding mechanism. The committee oversees five different reviews that are intended to ensure the continued relevance and equity of our financing formula. These review projects are under way and I anticipate they will all be completed by early 1989.

The colleges have also been working towards pay equity in order to comply with the Pay Equity Act by January 1, 1990. Negotiations with college support staff are under way.

Clearly then, on both the educational and the social front, our colleges are striving for an enhanced environment of excellence and equality.

There are, of course, several initiatives and programs that service both our colleges and universities, initiatives and programs critical to increased accessibility and opportunity. They include the Ontario student assistance program, services for students with special needs, Contact North, the northern distance education fund and employment equity.

With a view to maximizing the accessibility of post-secondary programs, we have revitalized the Ontario student assistance program which

provides financial assistance to students in colleges, universities and private vocational schools.

In 1987-88, we raised the OSAP budget by 17.28 per cent over 1986-87 to \$171 million. For 1988-89, the budget has been enlarged by an additional 5.6 per cent to \$181.2 million, which will enable the ministry to again assist more than 100,000 students. These increases will particularly ease the financial situation of students who are members of low-income families or who are sole-support parents. We have also broadened eligibility criteria, made OSAP aid portable to Canadian institutions outside Ontario, and introduced a loan interest-relief program for low-income students.

As part of the government's northern development program, the student awards branch is being relocated from Toronto to new state-of-the-art facilities in Thunder Bay, which it will occupy in early 1991. In the meantime, we have begun moving the branch to Thunder Bay in accordance with careful planning to avoid any disruption of the important services provided by the branch. In September, we opened a temporary office and by mid-October we had hired 65 local residents to fill positions.

The ministry also sponsors an Ontario work study plan to create on-campus jobs for college and university students who wish to reduce their dependence on loans. In 1987-88, 4,020 students received work subsidies worth a total of \$1.04 million. In 1988-89, funding will increase to \$2.57 million. As a result of these initiatives, OSAP continues to be one of the most generous student aid plans in the country.

In addition, Ontario's colleges and universities are reaching out to an increasing number of traditionally underrepresented student groups, such as the disabled, francophones and native peoples.

Currently, for example, 14 out of 22 colleges offer native-specific programs ranging from band management and community counselling to native justice education. The number of native peoples enrolled in culture-specific college programs more than doubled between 1984-85 and 1986-87. Several new programs for native peoples are being developed by such colleges as Confederation and Cambrian. I have recently invited each of the major provincial native organizations to work with the ministry on the development of an education and training strategy for native peoples across the province.

The ministry has also made a number of special allocations in other areas targeted for

development. For example, in 1988-89, the ministry is providing the colleges with \$3.1 million to assist in the education of students with special needs. The funds have been targeted for the following areas: support services and devices, special needs offices, consulting and assessing, and professional development.

1640

In order to promote accessibility for traditionally underrepresented groups within the university system, I have set aside \$4 million from the 1989-90 accessibility envelope. I expect to receive advice from the Ontario Council of University Affairs in the near future on the allocation of these funds.

A major innovation in 1987-88 aimed at increasing accessibility was the introduction of Contact North, our distance education network of remote access electronic classrooms. During the 1987-88 academic year, Contact North provided teleconference services to approximately 90 courses at the secondary school, college and university levels. Some of these courses were offered in the French language and some were designed to be of interest primarily to native peoples. There were approximately 800 course registrations in both the fall and winter terms. Courses were available in 27 northern Ontario communities. In September 1988, six new communities were added to the network, bringing the total to 33.

The northern distance education fund has granted a total of \$4.9 million to northern institutions for the development of collaborative, post-secondary programs. These programs include Mohawk and Cambrian colleges' native community care, their French and English continuing education programs for the teaching of adults, and Sault College's programs in gerontology. The NDEF courses are being offered through the Contact North network as they are developed.

Contact North and the concept of northern distance education have attracted considerable interest beyond Ontario's borders. We think these initiatives will be an increasingly valuable educational resource, not only for the north, but also for the entire province.

Working with the Ontario women's directorate, my ministry is actively promoting employment equity in the post-secondary sector. In 1986-87, Ontario universities were each eligible to receive up to \$20,000 to help develop and implement results-oriented employment equity plans for women. In 1987-88, funding was extended to the colleges as well. Each sector will

be eligible for three years of incentive funding. In the second and third years of the program, the funding is altered to provide each eligible institution with up to \$15,000 on a matching grants basis.

In its first year, 1986-87, the program provided incentive funding of \$354,000 to 15 university-level institutions. In 1987-88, funds of \$486,000 were provided to all 22 colleges and \$240,000 to universities. It also supported several special equity-related projects, such as the preparation and distribution of a manual on employment equity by the Council of Ontario Universities.

This opportunity to describe the philosophy and initiatives of the Ministry of Colleges and Universities has been a very welcome one. I trust I have given you a sufficient overview of the post-secondary sector, our current objectives and our future aspirations to provide a basis for your questions and your comments.

Mr. Chairman: Thank you very much for the presentation and for keeping it within a reasonable time. Members of the committee, are you ready to proceed with the official opposition statement at this time?

Mr. R. F. Johnston: Ready or not, I believe, is the way we go.

First, let me say that I found the briefing book well laid out with more detail about programs than many of the ministries I happen to be critic for, and that is useful from a critic's perspective. I thank the minister and ministry staff for laying it out in such a good way.

There are a couple of things that would be very helpful, though, in the future, if we could think to a couple of amendments. In one or two areas you have done some longitudinal tables, I think, of the student loan—I am sorry, the transfer payments portions of tuition, etc. is all laid out over a multi-year table, which is very useful.

That same kind of thing done to show not just last year versus this year's approach, and estimates versus actuals, but also to be able to see what the difference has been over a five- or six-year period would be very helpful to us. The Ministry of Community and Social Services generally does that kind of table at the bottom of its pages, and that is a very good reference point for all members as they try to get an idea of what the actual amounts might mean. That is just one suggestion.

The description of program is better, in my view, in the way you have laid it out than, as I say, most of the other ministries that I am involved in. I always try to start off by saying

something positive. I think it is a very important thing to do.

I guess I would like to make my comments today around a number of the issues, many of which you have touched, but to deal, if I might, a little philosophically about where post-secondary education is going in Ontario at the moment. I know it is difficult in a minister's statement to dwell a great deal on the philosophical underpinnings of what you are dealing with, and it is actually crucial to list as many of the programs as possible and get the names of the various institutions into Hansard for issuance to them at some point or other and, therefore, it is not easy to spend a lot of time on philosophy. But I am becoming a little concerned by messages that I am picking up, coming out of the ministry at the moment or ministry conferences of late, as to just what this government's view of the university system, specifically, is for the future.

I find it somewhat ironic that after 23 years we are having a review of where colleges fit in. We have seen just as dramatic a change over that time in the nature of universities, which maybe have not had a major review since that same major expansion in the 1960s. I find that a little bewildering. For instance, it is true that the colleges seem to be dealing with a clientele that is markedly different than that clientele which it had been presumed they were going to deal with in the early 1960s, but it is also true that a greater and greater percentage of people in the population, as you indicated to me, earn the marks and are now wanting to go on to university.

I will come in a minute to just who those people are and whether or not accessibility to those institutions is really accessibility for anybody except a large middle class; but similar questions are raised or should be raised about where our universities are going in a systematic study. Instead, they seem to be happening by virtue of ad hoc announcements, certain themes that keep coming up, whether it is entrepreneurship or otherwise, at conferences around the province that are sponsored by your ministry.

I am not sure that is fair to the university system at the moment which, as anybody else in the post-secondary level should be doing, is saying: "Where do you, as a government, want us to go? What is the future that you see for us? If you give us a clear message about that, maybe you will also give us some clear funding messages about where you want us to go."

The latest thing that is on my mind around this is this rather interesting conference you held the other day on post-secondary education in Ontario,

Challenges for the Future, of which I saw the press reports and have now had a chance to talk to a number of rather overwhelmed participants who, I might say, to a person were shocked by the presentation of one Michael Adams, thinking it to be—what was the best line I heard?—the "most avowedly right-wing speech on education" that one respected friend of mine had heard.

Then, of course, in the same conference was the—unfortunately not taped, that I know of, but if you do have a copy, I would love to get it—the not taped presentation by one Hershell Ezrin, who some members opposite might remember as having quite recently been some sort of eminence grise behind the Liberal majority here and one thought had the ear of the Premier (Mr. Peterson) and the Liberal PO, the much-expanded Premier's office.

1650

If he was saying to the Premier or to you, Madam Minister, what he was saying to that conference about the need for universities to know their market, to basically get out there and corporatize themselves—I think he referred to that exalted example of free enterprise, McDonald's, as a matter of fact, as a great role model for universities in terms of how they should be looking at their future.

I do not know if it is your plan, Madam Minister, to erect golden arches over each of our institutions in terms of the message you want to give them about their role as academic institutions or not, but somebody called it the McStudentization of the notion of get what you can from your clientele and know who they are, use your market well, get as much money out of them as you possibly can within the framework and you will come to that in terms of your notions of what is fair tuition and access these days.

There seems to be an interesting swing in terms of the language of the ministry around the universities these days. I even noticed it in terms of the emphasis and the weight of some of the remarks you have in your opening statement around entrepreneurship, connections with industry and that kind of applied research emphasis, rather than some of the presumptions around the importance of universities as general arts and science educators preparing us for the future. Even the deputy's comments this spring had an interesting blend of language in terms of the need to have a more highly educated and highly skilled workforce as part of this whole competitive international competition kind of thrust for our universities in the future.

I guess I do not know, and I am not sure anybody in the university sector at this stage knows, just where the government wants to go with this. Does the government feel that tuitions at 18 per cent of the carrying cost of education are appropriate? I sort of gathered from what you said in the House today, Madam Minister, that you think it is appropriate; that it is a good percentage, albeit much higher than many provinces in the country. You seem now to want to tie increases in tuition to the increase of government grants to the universities themselves and see somehow that there is a link there between, again, the percentage of the cost that a student should be paying to go to post-secondary education and the money that the government feels it should pass on to the institutions themselves.

It is a very interesting concept, a very Toryish concept, I would think, in terms of, again, the role of the consumers to show an interest in their education to at least the degree that they would pay for almost 20 per cent of the cost to show that they are really interested in going to university. Of course, if they are lucky and get loans, they will be able to put themselves into \$12,000 worth of debt by the time they graduate; at this stage, maybe \$15,000 or \$20,000 worth of debt as part of their commitment to post-secondary education and their desire to get access to that commodity, as it is now being dealt with and presumed to be, a commodity that is so important to them if they are going to be able to carry on successfully in our economy in the future, according to the deputy..

I have real concerns that a reform Liberal government, as I continually like to remind you that you thought you were getting elected to be, would take this kind of Conservative approach to it, that would not see it as rather disappointing that in terms of, again, that wonderful longitudinal table—and maybe you will not want to give these out because they are so useful—yes, you have made some inroads in terms of the total dollars going into universities these days, but since you have been in power, students have been paying 18.7 per cent, 18.6 per cent and 18.2 per cent of the overall costs. Yet even under those incredibly regressive, Neanderthal Tories, who slumbered on in government for 42 years here—

Mrs. Cunningham: And built the universities.

Mr. R. F. Johnston: In 1979 and 1980, even Dianne's esteemed progressive cousins from that distant era allowed students to pay 14 per cent of the costs.

The other day, I was at Jarvis Collegiate at the invitation of the Council of Ontario Universities to witness what was a very innovative approach to looking at potential first-year students and allowing them to ask presidents of the universities and representatives of the council questions about what they should expect when they go to university. It was clear by the way many of them were asking questions on the Ontario student assistance program that they were concerned about the debts they were going to get, or their inability to get loans because of other discretionary or discriminatory elements of that particular program. It was the presidents who said, "But how many of you would be willing to pay more tuition?" and a lot of them raised their hands. It was quite clear that there is this drive from within parts of the university system to see tuitions go up.

There seems to be an acceptance by this Liberal government that the percentage of the costs should remain pretty well constant. At the same time, you talk about accessibility. I do not know. I see these things as fundamentally contradictory. You cannot have it both ways. Either you believe costs should be reduced and real accessibility in financial terms should be enhanced, or you think this may be used as one of the new mixes of matters you can keep people out of universities with. It is a really subtle mix in terms of the lack of accessibility.

You have this kind of carrying cost and the now automatic indexing of tuition fees you now seem to be tied to. You have the question of the discriminatory elements within the OSAP guidelines which make it very difficult for a lot of people to participate. The notion is out there, well publicized, that you are likely to end up with major debt if you go through university. Then, of course, there are as well the academic standards, that wonderful technique for keeping people out.

When you put these things together, it is truly remarkable that so many people are still trying to go to universities these days. I suggest they are clearly not going there because of an open government policy which is encouraging them. They are going because, as the deputy has indicated, the bulk of the middle class now understands it is crucial to their kids' futures to have that post-secondary education.

I know the minister wants more and more for that group of parents to start to think much more towards the colleges, whose populations are much more stagnant these days in terms of increase, and to see some expansion going there because it is also cheaper to educate. Parents are

understanding, as the deputy said in his remarks on May 11, that it is now going to be increasingly seen by major segments of the population as the basic education, not grade 12 but university, if you want to be able to participate equally, if your kids are going to have the same chances we had.

I do not see any clarity of position from your government around accessibility. I think we really need to know if you want to see an increase in the number of students who go to universities, an increase in the percentage of students. We have now seen a major change, the doubling of the percentage of our population that goes on to universities since the 1960s, which is a very positive thing, I think, but we have no idea from this government's perspective as to whether it wishes to see that percentage of our population increase much further or whether in fact it wants to see a number of policies put into place that are going to basically restrict that percentage for the foreseeable future and try instead, through various forms of programmatic initiative and propaganda to try to deflect those people off into other elements of the education system.

1700

I look at the information that the Council of Ontario Universities has put out again this year, very helpfully, on the financing of universities in North America, Can Ontario Compete? I am interested that the minister did not respond to some of the matters that they raised to this point today, and I suppose we will be able to get into that a little bit more as we get into the line-by-line discussions. I know she has felt that some of the comparisons for some reason or other are not fair, but it is clear that in any comparison you look at now, whether it is at the doctoral level or not, you can see that we are not funding our institutions as well as the public institutions in the United States are being funded, let alone the vast amounts of money that are also being put into their substantial private sector.

I suppose the minister—not the minister; she would never do this—but the ministry must look—to impersonalize this for a second, depersonalize it—lustfully at the tuition proportion that is paid in those institutions in comparison with ours and think: "Aha. This is perhaps the way of getting more money into the system." It certainly seems to be saying that we want more private money in the system these days and that our centres of entrepreneurship and our centres of excellence apply more money into applied technology and that kind of thing, which are all initiatives designed to increase the amount of private money in the universities and one would

think, therefore, minimize the amount that the government has to continually increase its proportion.

There is also a message being sent to universities these days. I do know how they are responding to it. There are some examples I am not very happy with, which say that: "You have land. You have properties there. Think like a business. Think on the short term and no longer as these sort of academic institutions, which go on for ever, but think more in terms of businessmen these days. You can use that to actually undertake some initiative yourselves for expansion. Not even for expansion, but to pay your operating costs."

I think of the wonderful example over here of Victoria University where Huang and Danczkay—that particular organization well known to many of the members opposite, I would presume—has been contracted with to build a high-rise luxury hotel on about the last little bit of space that is left to the college. It has one or two little areas adjacent to the old village, but the major space is now going to be taken by that hotel. For what purpose? Is there a tradeoff of some sort for new buildings? No, it appears that it is going for operations. The money they will get from it will go to meet some of the operational costs as a university within the University of Toronto.

When I raised that matter in the House, the Premier indicated by his answer that he thought that was a pretty innovative, entrepreneurial—dare I say it—response by the college to meeting a real bottom-line problem in the running of the institution. What is the message to a university like the University of Toronto? Is it basically being said, "Yes, that is the kind of thing we want you to do with land that has been bequeathed to you by people who thought it was going to be given in perpetuity for higher education." I do not know how many seminars are going to be going on at the new luxury hotel for Victoria students. I doubt that there will be that many. The odd celebration after midterm exams or something, I would think, but that would probably be it.

I look at places like York University and say, "This looks more benign in a way." They have a huge amount of space up there, but they are busy trading off condominium developments on the perimeter of their property for the development of new institutional space within the campus proper. I do not blame them for doing that. I think that is a response that I would probably have if I were still in university administration these days,

if I say, "We need to expand," or in their case, "We need to make our campus more livable, and we aren't getting money from the government to do it, so we'll do it ourselves." The government, I think, is sitting back and saying: "Goody for you. That means we don't have to put any money in."

You are not asking for a major review of all of this. You are not saying that we have hit a time at the end of this century where we really have to think about what the future of the universities is, where we really should sit down and work out a plan for how we are going to compete globally, just what the emphasis on the arts is going to be and how much of it is going to be an involvement of industry within our institutions. What happens to notions of academic freedom as we send more and more envelopes of money, designed specifically for specific political payoff, as well as to meet a specific problem the institution has? No, no, we would not do that. We are doing that with the colleges, but the universities instead are supposed to interpret, from what you're passing on to them, just what it is you are meaning.

I think they are getting some messages which are a little scary, at the moment, in terms of just what value this government is putting on those institutions. I guess I am calling on you, Madam Minister, to look very seriously at that question, some of the philosophical underpinnings about what your government seems to be saying, the language—your three points about universities being relevant and excellent and accessible, are things which, I think, even your ministry officials could agree with. I am sure we could all agree about that sort of thing, but I am not sure that fits as well with the reality of what seems to be taking place.

Let me deal with a couple of related matters. I think it is time for this province to look really seriously at a number of areas of what we want universities to do. One of them is this: The university as the economic commodity kind of approach, and that really has to be grappled with and we have to decide whether centres of excellence are the approach or if we want a whole new notion of a polytechnic on a much more grandiose scale than we have at Ryerson Polytechnical Institute, to be the direction that we want to take to compete with the big American institutions and European institutions.

So I think there are some other really interesting ones which I have not heard this minister talk a great deal about, which are futuristic things, I admit. They are not the kinds of things that we would necessarily deal with on a

line item on this year's budget, but are questions which are certainly begged at this stage. And to give you the most far out, if I can put it this way, that I can think of at the moment, and that is, I see so little consistency between what is happening in the primary and secondary levels and what is happening at the universities in terms of planning and development, that I will just pick on one example to show you why I think there are some questions that should be raised that are not being raised at the moment.

Heritage languages; the government has finally brought in the Scarborough amendment. Amen. I am delighted to see that, and now Scarborough can no longer deny heritage-language programming to my constituents and others who have been fighting for years to get it. I am delighted to see that. But I don't think the government knows why it wants heritage languages yet, even at that level. And I am not sure it does not see it as a multicultural sop. Not to belittle it, but it is part of the sort of extracurricular notion of preservation of culture within the mosaic, rather than looking at the languages that a child comes into the school with as an enormous resource for this country, whether it is in economic commodity terms, or whether it is in terms of the development of the soul and spirit of this country and what will make it distinct as a growing nation in the next century.

And I say to myself, here we are in a system which says to a Chinese kid or a German kid or any kid with a language other than English who comes into the school system speaking that language first, "You can deal with that language within the school system, but outside school hours, to compete in swimming and other extracurricular activities you might want." That is the value and status we are giving that, rather than saying, "Your language is of value to us and needs to be enhanced and needs to be incorporated within our notions of curriculum and the nature of our schools."

1710

I look at this as an extension through to your level and say we are looking a little bit at bilingual institutions. You look at that in terms of French in the province. We still have some difficulties with unilingual institutions and I am sure we will come to that in more detail. But we do not have any recognition at the moment, in our post-secondary institutions, or very little, of the multicultural reality in terms of the development of the technical expertise in other languages, to do with matters of international commerce, or to look at in terms of the arts, in terms of taking and

nurturing that Chinese kid's capacity all the way through the school system and then allowing him or her to use Chinese well in one of our universities, to become a diplomat for us who would then be able to deal well with international diplomacy for us in the future. We have no place in this province where the notion of languages other than English be used as the language of instruction at a post-secondary education level is even being considered.

I personally think this may be something that will be discounted and seen as something which is too expensive to do, or too dangerous, in political terms, to an English majority; I am not sure but it seems to be that it is a concept that really does deserve being looked into at the moment, just as does the whole enhancement of our unilingual, post-secondary institutions. I am delighted that, after not much nagging as a matter of fact, the government here and the government in Ottawa are actually talking about a unilingual college to be operated in the province. It is unfair in some ways, but I am struck each time I go to Montreal by the real difference between the way the English minority in Quebec is represented at the post-secondary level, with institutions that are unilingually English, renowned, well-funded, with a long history, and how our Francophone community is only represented by bilingual facilities, except for Alfred, and has no sense of having even a college of its own or major control of a section of a university of its own, and has continuing concerns about what happens to bilingual grants and how they disappear within the frameworks of our bilingual institutions. Perhaps we can come back to that on a line-by-line in terms of just how accountable you think those institutions are for those dollars being spent on those programs.

Surely it is time for us to think about that. It is a scary prospect, maybe in political terms, for a province which still has not accepted French as an official language, and it may be scary in terms of the costs involved, just in straight dollar terms. But I would suggest to you, in terms of the nature of the province and the nature of what we are and what we are developing into, it is a crucial thing that, if not moved on quickly, it will be something whose opportunity is lost.

The bilingual institutions will become what many francophones have been afraid they would become, and that is a breeding ground for assimilation and not a means of preservation or enhancement, if I could use that terribly anti-Meech concept, for people outside Quebec, and enhancement of the French fact in Ontario.

So I look at the future and I do not get a sense of your ministry, or this government, looking at universities in a particularly futuristic fashion. I see you dealing with a whole range of problems that have been dumped on you by the past Tory regimes, in terms of long-term underfunding and the crisis of accessibility in terms of the bulge of students who now wish to go to university that one may not have anticipated before. But I do not sense any kind of long-term vision. I just see some very dangerous messages which seem to me unclear in terms of what you are really wanting from the university system to be going out there. I would really hope that in the next little while that the government may turn itself more specifically to some of these matters.

As you know, there was a bit of a brouhaha just outside your little meeting the other day on Challenges for the Future. A woman was concerned about the lack of address by that group to matters concerning women at post-secondary institutions—a bit of an altercation which I am sure is greatly regretted at this time.

I am concerned, as well, that we have not really been looking in very long-range or effective ways at this stage about the whole question of women's roles at the university level. Surely we are now seeing and we will all accept the fact that the number of women entering universities and completing university, as far as that goes, is much higher than it ever was. It is a much closer representation to their percentage of the population. If you look at who their role models are in the institution these days, I mean, it is pathetic.

I refer to the Status of Women in Provincially Assisted Ontario Universities and Related Institutions 1976-77 to 1986-87, produced this February by the ministry. I look at the full-time faculty tables for the provincially assisted universities in Ontario and look at that over this period of time. You see that from 1976 to 1986-87, the percentage of women on full-time faculty has gone up in a negligible fashion from 14 per cent to 17.4 per cent, as of these figures.

In the period of time that your government has been in power, it seems to have gone up a percentage point, approximately, almost. One wonders just how many decades it is going to take us to get to anywhere near equity if this is the speed of things at this point.

I look at your faculty renewal plan which is talking about 52 per cent, I believe, of the applicants who have been women. I have not seen a very useful breakdown of that to know how many of those people are replacing faculty

and how many are new positions. I have not seen, for those who are replacing faculty, how many of those were positions women held anyway and how many of these positions are full-time faculty. You compare again the statistics on these tables for full-time professors, and it is absolutely appalling when you consider that as of 1986-87, only six per cent of the full-time full professors were women. That is incredible to me at this stage.

Why, in philosophical terms, does that not become a major thrust of this government—to say that that is something which must be redressed and quickly, rather than with a kind of program which seems to be moving more slowly than the actual increase in the number of students in percentage terms? If I am wrong on that, please correct me. But it seems to me the percentage of students in the university system at the moment, over the last decade, as compared with the numbers of new faculty that are being produced, is a huge discrepancy. What we are getting is bigger and bigger classes.

1720

The opportunity to maintain the same kind of standards that we would expect in terms of instruction has been missed, the opportunity to use that growth of students as a rationale for bringing in many, many more women professors has been missed, and I would hope the minister might speak much more directly to how serious a problem she sees this as and, in financial terms, whether or not we are going to see anything more than the kind of money that has been put into her faculty renewal plan at this point.

What kind of redress is it to move to 52 per cent of this particular replacement group of faculty when the problems are so severe? Should it not in fact have been much more of an affirmative action plan than even that?

The minister has talked in here about teacher training for the secondary and primary levels, and I am glad about that—we have been dealing with that a lot in the select committee on education—but what is happening in terms of our preparation for the next increase in students that we are all anticipating, I gather, in the 1990s to go into the post-secondary level, unless we are going to use some of our reduction-of-access tricks that are out there to make sure it does not come up to the same level, although it looks like it is being projected?

What are we going to do for faculty then? We know we have an ageing faculty. Are we training enough women at the post-graduate level at this stage to be able to make a major change in the

role models that will be available to new women students going into the universities? If we are not, what are the plans? What is the future for the university system?

I really think it is a crucial time to be discussing this. You cannot just produce a PhD overnight. Surely it is the kind of thing that we should be hearing: what your plans are, how serious you think the problem is, what you intend to do about it and how much money, frankly, is going to be put into it.

Are we going to end up with what we saw in the 1960s as we had that major expansion which was not planned for in any real sense but just sort of burst upon the scene? Are we going to see a lot of American professors come across the border because that is the only way we are going to be able to meet our faculty needs? Do we know that we have coming along enough bright young women who are being groomed for the kinds of positions we need them to fill at the universities, as well as men, because the numbers will be quite large that we should need, or do we not?

Do we think we will ever get back to the student-faculty ratios we had prior to this last decade's erosion, or is that a goal this Liberal reform government wants us even to approach?

I do not see anything in your statement that indicates that in the face of all the challenges you have—and I do not deny them at all in terms of this huge number of new students who are coming into the system—we actually are preparing ourselves and making sure there is no deterioration in the quality of education and that we might even be able to get back to what some of us would have looked at as halcyon days in terms of the ability to actually talk to a professor about one's course.

I will leave most of the other matters that I wanted to raise about envelope funding for another time, because again, just one thing, I think, points to the same kind of theme I am trying to get to about a major review of where the universities are going.

Are we changing our point of view on academic freedom and the right of the institutions to choose where they use their money? The accessibility envelopes are now being rolled into the base as it moves along, but more and more the government seems to want to use an envelope for a very specific purpose: to direct where a university is going to go.

It may be that is the future, that is where we are going, but we seem to be doing it without debate about the overall philosophy upon which the

universities have been based these many centuries.

There is one matter about an envelope, if I can put it that way, which now seems to be rolled into the base that I do want to hear you talk a little about, because you did not say anything about it today and it surprised me. It again ties into this theme about the future of the university.

A library has always been considered to be the heart of the university in its independent study model. As you know, in the House, with a bit of showmanship, I destroyed a book that had been given to me. I have always wanted to be a bookburner.

Mr. Beer: It was impressive too.

Mr. R. F. Johnston: It was? Thank you. The choice was not what I would have gone for, but I could not find some of the fascist documents I was after to be able to destroy, for once. I did it with the collusion of the library people, because it was a book they could not reprint any more and it was crumbling and unusable.

We have a deteriorating stock because of acidification and other kinds of problems. We have this enormous conundrum that the sciences, especially, are finding themselves in, but this affects others in the arts as well, which is the incredible cost of periodical replacement now. I remember one scientist talking to me about some new Japanese journals that are state-of-the-art which were costing \$150 a shot or something, compared with what one might have expected a decade ago.

I know you have given \$24 million plus and \$25 million plus, and now it is \$26 million. It seems to be going in that direction, if I read your comments correctly. We know also the extent of the damage that is there, and we also know the extent of the challenge in terms of the maintenance of current periodicals, if we wish to stay competitive in all the senses we are talking about.

I guess I would really like to know what you see the future of the libraries to be. What are we going to do to maintain them? If we cannot protect all the books from acidification at this point and assist each university to repair all its own stock, what is the plan to make sure that as much as possible, microfilming, etc., is taking place to preserve all the knowledge locked up there that will not be available to our next generation of students, but that was there for history majors like Dr. Allen, Charles Beer and others that may now disappear for ever?

I did not mean, when I did the stunt, to trivialize the issue at all. Maybe in some people's minds that is what happened. Rather, I was trying

to dramatize the issue, because it is another issue that I think strikes at the heart of what the university as an institution is to be in the future and what you see the government's role to be now in protecting that resource. I did not really hear a great deal about it, because the \$26 million you are talking about, which is not to go specifically to any of these matters I have discussed but rather towards other kinds of budgeting problems libraries also have, is not a drop in the bucket of what is required. I really hoped we might have heard more from you on that.

The other issue I would like to raise is with regard to accessibility. I know you speak very positively about this and I will, first, give you credit for having increased Ontario student assistance program amounts well in excess of what your predecessors were able to find it in their hearts to do. Again, I speak to you as Liberals who, one would presume, want to see the individual maximization of all our population and who, I hoped, would have had some very clear idea about who they see going to universities in the future.

There are parts of your OSAP legislation that are, in my view, just offensive to Liberal principles, on the one hand, as well as just totally ignorant of the realities of the real costs students are facing these days, on the other hand. Yet the only major change to OSAP that we see is the bill that was brought in to allow us to assist students from Ontario to go to Canadian universities outside of Ontario. They raised the fundamentally anti-Liberal discrimination within the act, to which I have heard your response and that of others in the past in ways I consider to be quite Toryish.

1730

Mrs. Cunningham: Mr. Chairman, do we get a chance for rebuttal?

Mr. R. F. Johnston: You get a chance to give your whole spiel.

Mrs. Cunningham: When?

Mr. R. F. Johnston: As soon as I stop.

Mrs. Cunningham: Good.

Mr. R. F. Johnston: Once you have been around here for 10 years, you will understand how the process works.

Mrs. Cunningham: We hope to improve upon it. We are not waiting 10 years.

Mr. R. F. Johnston: You had 42 years to blow it and you did it magnificently.

Mrs. Cunningham: I am not even that old.

Mr. R. F. Johnston: I had no idea you were so young.

Mrs. Cunningham: Absolutely.

Mr. R. F. Johnston: I think the one lesson we should be learning federally is never to strike out at one opponent—it is important—and not to ignore people when they appear to be down, but to be sure you are standing on them as you have the other battle. If you had done that, perhaps Mr. Turner would not have revivified, but that is another matter we can deal with at another time.

I think it is bizarre that this government would continue to consider that an adult is an adult in almost every case except when he or she happens to be a post-secondary student, in terms of grants and loans from OSAP. I find it so bizarre that a Liberal would not see it as offensive to the charter in very fundamental ways, that you would not establish an aid program for access to university so that anybody who is qualified and wishes to go would be able to go, that you would say the student who is 19 years of age and by any other standard in our society is an adult in his own right should not be eligible to take on the debt load of OSAP if he chooses to, because he has parents who earn, say, \$40,000 a year.

I could understand it if they were 16, even though we allow kids in high school to get welfare at 16 if they leave home, but I find it impossible to understand at 19. If a young man or woman says: "I wish now to be independent of my family. I wish to assume my responsibility for my education. Even though it's a system I would prefer to see much cheaper, so that I wasn't carrying with my tuition 18 per cent of the costs of university, I want to take on the responsibility of having a loan or a grant and a loan to be able to take on my studies."

This government, like past Tory governments, has said: "No. Your family has a responsibility for your post-secondary education." I really think it is time you rethought that. It cuts to the heart of what Liberals are supposed to be all about, in my view. The old Tory argument, which is one that is always given, is that we have a limited pie and we have to make our choices, and therefore we are going to help the very poor and turn this into a welfare system, even though we know that the very poor, generally speaking, are not going anyway, but that is another matter.

Kids can appeal this. Do you know how you win the appeals? I do not know whether any of you have taken these appeals—

Mr. Allen: It takes five or six months.

Mr. R. F. Johnston: If you are an abused child in the home and you want to state that is

your reason for going, you can win the appeal on that. I have had a student who did that. I am not sure that is what we want people to be coming forward and doing.

I just find that is one of the elements, and it is a major element, of your notion of the individual responsibility of people that is in contradiction to your basic philosophy. Again, with the theory of what university is going to be about in the next century, you should be very concerned about it.

I am also concerned about the whole adequacy question. I look at the living allowance part of the student aid package these days and say to the minister that \$106 a week, as established in 1977-78, has not only lost a huge amount against inflation since that time but is just not an appropriate amount of money for a person who is trying to get by, not just in Toronto these days but in any of the towns or cities, I guess mostly all of them, that our universities are in. I just hope there might be a real overhaul of that OSAP system or a rethinking of it.

I also have a case that I know you are aware of, minister, of a woman from the Thunder Bay area who ran into one of the other problems that a lot of struggling families in small businesses are having. I am thinking of a lot of outfitters in the north. I heard this any number of times from people in the tourist industry with seasonal jobs in the north who have their own businesses. Because they have some sort of capital asset there, the child becomes ineligible for the student loan, even though they may have lost money in that given year or not done very well at all.

A case has been brought to my attention—I am not sure of all the details of it and I am certainly not, on the face of it, going to make a judgement on all its merits—of a woman who says that she has chosen to live separately from her husband in order to become eligible for assistance. I know you received this letter in your office just recently. This is a very clear indication that if that is the case, something is desperately wrong with the system.

It reminds me of the old chronic-care copayments problem under the old Tory system where we used to advise people who had been living together for 50 years to basically separate officially from each other, because their loved one was now in an institution and if they did not do that, their pension money would be going to keep that person in the institution as well as their loved ones. It is just one of those things that is glaringly wrong and unfair.

It would be my hope that we would be going to a much more open-ended kind of notion for

getting people into universities and would deal with the reality that, yes, there have been a few demographic changes on who is going, as indicated especially by some of the Council of Ontario Universities work this last year, but the people who are not going are the socioeconomically disadvantaged in our society.

We know that just from what we are seeing at the select committee on education. They are not getting their secondary levels completed, let alone getting into university these days. I would be very interested in knowing in much more detail how you see a \$4-million package of your accessibility envelope being used in any really effective way to get rid of that structural problem.

I guess what I am saying, minister, is that if now is the time for Vision 2000 to be doing its evaluation and reporting to you about the college system, it is also certainly the time for this government to do a major rethink about where the universities fit, and in collaboration with the people involved in the system, to sit down and work out where that is going and then make sure that the financing is appropriate to the needs that have been identified.

The last point I will make, and then I will let Mrs. Cunningham have her shot for Mr. Jackson, will be to raise an issue I raised about a year ago. I cannot remember the date exactly. It fits in a bit with this issue. It fits in with free trade in some obscure ways. That is the branch plant American university operation in Ontario.

1740

I would like to hear some details from you or members of the ministry about the American universities that are presently operating in the province, operating programs that are not approved by university bodies here, as everybody—if a university like Brock wishes to provide a new graduate program, for example, its faculty of education would have to go to the university community to get that program approved and would have to meet certain standards that would be seen to be appropriate, whereas in the same community, Niagara University in the United States can come in and offer programs for upgrading of teachers, the equivalent of MA or MEd courses which would allow that teacher to get an increased salary in Ontario for getting the credits, and yet the only people who have to approve it are a couple of ministry functionaries.

Number one, I think that is a wrong-headed approach to it. We should not be discriminating against the Ontario Institute for Studies in

Education or Brock education department in the first place.

I think it is also fundamentally very dangerous for us to start to move to different classifications of post-graduate course work in Ontario, where you basically say that you have different standards. I think we have prided ourselves a great deal on having universities that we consider to be on a tier and of equal weight and equal worth for any student in the province to go to. I know the presidents at Jarvis Collegiate were saying this the other day. Harry Arthurs was saying, "I would want you to come to York, but let me tell you that I think no matter what your choice is of where you go, you would be well served and would be getting a good standard of education."

It is a very dangerous thing, it strikes me, to have these kinds of courses being provided at a post-graduate level without any of the checks by the university community that are used against our own institutions to make sure those programs are of a standard. I would want to hear why the minister has continued with the previous government's approach to this problem.

The courses are needed. Teachers are seeking them out. There is a demand for them. If we are going to go back to Hershell Ezrin's and other people's ideas of knowing your market, going out there and being able to get it and that sort of thing, then surely it should be our Canadian universities, which are demanding, "Do that," and we should give them the tools to be able to do that, rather than having branch plants come in and take over.

I know the chairman is from a community that has had its branch plant problems and will understand what I am saying, in industrial terms at least.

Those are my comments in terms of opening remarks. I basically call upon you and the ministry to give us some vision of where you see the university system going in the future. Because I have taken too much time, I will come back on college matters in the line-by-line items.

Mrs. Cunningham: I understand that the process is to respond to the minister's statement, and then at a further time we will have an opportunity to look at the line-by-line estimates. Is that correct?

Mr. Chairman: And to direct questions, yes.

Mrs. Cunningham: I was not aware until late this afternoon that I would be here, so I apologize for my colleague's absence. He is down campaigning elsewhere. I also apologize for getting up so many times, but that is the problem when

there are only 17 members in our caucus, and all the more reason one would vote otherwise in the upcoming by-election. Some of us have to have a little more help down here.

This is an area I am particularly interested in and one I would like to be able to contribute to through this committee, so I thank you for the opportunity today.

I would like to begin by commending the minister for the work she has done in putting her statement together and in bringing to the attention of the public of Ontario some of the gains that have been made in the last year.

I did prepare a short statement, having looked very quickly this afternoon at the estimates and not knowing about the statement. I would like to read it and then to draw out some—I think the four major—issues facing us.

I would like to comment upon the estimates for the Ministry of Colleges and Universities as presented by the minister.

At the outset, I should like to make the observation that all indications would have us conclude that Ontario is indeed at the crossroads in terms of its post-secondary education system. For today in 1988, that system is facing greater challenges, I believe, than at any other time in our province's history.

Today our students feel they are victimized by what they perceive to be political leaders who appear insensitive to their very real needs, both in terms of adequate and affordable housing during this past academic year, in terms of tuition, which they do not understand and which threaten the very principle of accessibility upon which our best democratic traditions are grounded, and crowded classrooms where students are told to stay home because safety and fire restrictions preclude their being at class. These are the realities of today, realities which I think are of concern to all of us.

Today our teaching faculties feel the full weight of the various constraints placed upon their shoulders as a result of these overcrowded classrooms which severely redefine the nature of the relationship between instructor and student and, therefore, undermine the quality of the education that students, who have worked so hard to be in our universities and colleges, are able to receive.

Today the administrators of our post-secondary institutions look to the future with not a little apprehension, fearing as they do for the quality of post-secondary education in this province. They fear an almost inevitable break in the consistent tradition of academic excellence

which has come to characterize Ontario's colleges and universities, with the present forms of administrative action undertaken by this present government, and I must admit sometimes in the recent past, with respect to our post-secondary institutions, by continuing in its currently perceived cynical vein.

I think I should say that—certainly not in response to the minister's statement today which I felt was rather positive—about responses made by politicians across this province as they speak to young people and say simply, "There is no more money." That is not helping them. It is not giving them hope. It is not giving them the kind of assertion that we should be able to give them, which for them is a very short period of time in their lives—sometimes three or four years at the colleges and universities.

I cannot believe that any of us, and certainly members of the present government, are hearing about these concerns for the first time. I have heard about them, not just read about them, from the mouths of students, faculty and administrators who I find are quite capable of bringing across their very real needs in a highly articulate fashion so as to leave no doubt as to what their concerns are and what they expect from this government at a bare minimum.

I further cannot believe that this government, which has become rather famous or infamous for the incoherent way in which it addresses itself to most complex problems that our province faces—and I am not talking just about education here—can remain continually inactive in the face of what many have expressed as a crisis in our post-secondary education system. I believe firmly that we have a crisis.

Good government has often been defined in terms of an ability to respond competently to the needs of citizens both now and in the future. Has the current government responded in this fashion to the needs of our colleges and universities? I think history will be the ultimate judge of that. However, I, as a member of the Legislative Assembly, have the responsibility to assess critically the present path undertaken by the government with respect to our post-secondary institutions before giving history leisure to do so at a later—I hope not too late—date.

I feel surprised in having to remind the government that simple fiscal responsibility requires the additional effort of practical initiatives undertaken with a view to shaping future development. It is not enough to pat oneself on the back for having contained spending for support programs. The function of government is

to provide leadership hand-in-hand with the affected parties so that new, long-range solutions may be found which reflect the views and participation of all concerned.

I do not believe that one solves a problem simply by throwing money at it. How is the money going to be challenged? For what programs? What are the priorities that need to be addressed immediately? How will developing problems be dealt with before they soon get out of hand? These are only some of the questions that need to guide political and administrative thinking with respect to colleges and universities. Their adequate resolution presupposes a close collaboration with the affected agencies which must feel that they are not only listened to, but also understood.

Our students, teachers and governors of colleges and universities need to feel that the government is on their side. I underline that.

1750

Only in such an atmosphere of mutual respect and trust may adequate solutions both now and in the future be found. Yet, and it bothers me again to say this, once again the government has chosen its well-worn route of confrontation, this time with our colleges and universities. It is obvious to anyone that the present government has failed our post-secondary education system, a fact which I know to be true at the outset without ever having to look at the estimates. We are not dealing with the issues.

The present government has not sat down with our students and faculty to discuss their situation with them, not to the extent that they should. It has not attempted to work out a mutually agreeable resolution to current and future problems pertaining to the continuing evolution of our post-secondary education systems.

Different parties belonging to that system organize to shout angrily to the government what the government will not hear and effectively respond to in the quiet of Queen's Park. But I would have hoped that this Liberal government, given its past and present experiences, would have learned that confrontational politics make a poor environment for generating competent, long-range planning policy.

Having said this, I would just like to ask the minister some questions pertaining to the estimates. I will ask them so that they can be answered in the future.

This time last year, I was at a conference along with the minister, although at that time I had no idea we would be sitting in the same building in September 1988. It was a forum for post-

secondary education in Saskatoon. There were three things: One was the improved accessibility, which you have spoken to today. The second one was research and development, and the third one was optimal use of resources.

All of the universities and colleges that were represented there talked about the stark fiscal realities in today's world for colleges and universities. They underlined the fact that what we are talking about here in Ontario is a national issue that must rise above the clamour of jurisdictional claims. I believe that is probably one of the biggest challenges that we will face. I challenge Ontario to take some leadership in that.

The chairperson at this particular conference was Brian Segal, and he urged us to pursue the recommendations of that particular conference. I see, Madam Minister, that you have in a couple of instances, and I compliment you for that. They talked about regional seminars and follow-up and making use of the proceedings, but as I sat at that forum and looked at the issues I thought, this really is not new, it is something we have been facing for three, four, five years, and it is always the same issue.

When it comes to students, someone certainly has to find some way of making some long-range plans to meet what I think are the real issues. I think the underlying theme of the conference and result for myself was that there is a challenge to all of the provinces to bring together their own institutions. Here in Ontario you have taken some steps in looking at the role of the college in Vision 2000. I thank you for that. But we really do need active parties, and I am talking not only about the post-secondary institutions, but the secondary institutions as well. It all works together.

In looking at the estimates particularly, we talked about the accessibility and that 14 per cent of the grade 9 cohort of five years ago went to university after grade 13, and now we are looking just 10 years later at 24 per cent. That is a great challenge for all of us. If we believe in a well educated society, we should be trying to meet that particular challenge.

On the principle of accessibility, we talked about the basic grants as being the main issue. If I can just find my notes, most of this is from my head—we looked at those basic operating grants to universities which have increased by 25 per cent since assuming office in 1985. If we really look at that particular number, 25 per cent, we probably should be looking at the operating grants-per-student basis and I do not think we should be very proud of Ontario. We are talking

about a need for some \$170 million above inflation just to move Ontario to the Canadian average operating grant on a per student basis, because really that is what accessibility needs in the way of dollars. I think that in your speech today you talked about an increase of some \$106 million. That \$170-million figure is probably from your old—my colleague Mr. Allen was the one who gave a particularly good paper, which I looked at some two years ago in speaking to students.

Therefore, we definitely have a shortfall of dollars right there. How do we get those kinds of millions into the basic operating grant to get our students in Ontario up to the Canadian average? I think that is a challenge. We may have to say to the universities: "We're not going to do this. That is our main objective."

On the second point you raised today, one I agree with you on, and that was talking about capital funding, you said: "Capital allocations for 1988-89 have been increased to \$77.7 million, including \$42.7 million for major projects." The one I underlined, coming here for the first time, is the "\$20 million for renovation, alteration and repairs."

A fact in hand is that a number of studies I have looked at over the years—this being an interest in looking at keeping school facilities that we already have operating and up to par; and you and I both have a tremendous experience at the secondary school level and know what the challenge has been—have suggested that between 1.3 per cent and 1.5 per cent of the current value of structures should be spent annually just on maintaining them.

The university structures in Ontario, from my reading, are valued at some \$3.5 billion. Therefore, we are looking at some \$46 million to \$52 million needed each year, and that is simply to maintain our facilities. We are looking at some \$20 million that you talk about putting in for renovation, alteration and repairs. We know we have a major crisis there, in keeping up the existing buildings, not talking about anything new.

The third point I would like to speak to is teacher training. I have a lot to say about that, because I think whom we are getting into our teachers' colleges is extremely important. We can talk about that at a later point, but you did mention it on page 5, which will give us opportunities in the future.

We were talking about the "faculty renewal program, which over a five-year period, will revitalize the teaching lifeblood of the universities." Listening to the responses to that particular Ontario program out in Saskatoon, from people who were involved in that program itself, people who were advising this government, they talk about that particular goal as one we really should not be proud of. In their words, it is really not a program at all; it is simply lipservice and does not provide much of a commitment. I think we should seriously be looking at that faculty renewal program to replace the teachers we have in our colleges and universities now five years down the road. That is a challenge.

I see the time is getting short and I would like to simply conclude on those three points. I talked about accessibility, I talked about capital, I talked about faculty renewal. I could go on to talk about other issues, but I think those three are enough for now. I would like to close by saying that I look forward to the opportunity of the line-by-line estimates.

I plan not to sit here on this committee just as one who would criticize, but as a person who can perhaps bring forward some suggestions and alternatives for the ministry in meeting the, I think, tremendous crisis in educational funding at post-secondary institutions. I am interested, as the minister is, in getting more of that particular pie for the education of our population, not just young people but people who have chosen to go back to university part-time. It is a quality-of-life issue and one we should be very proud of in Ontario.

Mr. Chairman: It being six o'clock, we will adjourn and reconvene tomorrow afternoon following routine proceedings.

The committee adjourned at 6 p.m.

ERRATA

No.	Page	Column	Line	Should read:
S-3	S-71	1	35	think you barely scanned over it a bit about help
S-3	S-71	1	37	asked—maybe Monday—about how many help
S-5	S-116	1	3	The minister mentioned in his speech the “Are you blocking out the abilities of disabled persons?” campaign last year. I believe there is a similar one, at least directed in the same way, scheduled for this year. We certainly have been in favour of that. Likewise, we have been in favour of some of the major department stores and what not that have started occasionally to include disabled people in some of their advertising brochures. We have approved of those and have certainly encouraged that type of thing, just putting it in there so it is natural, not making it a specific focus.
S-5	S-119	2	25	made a list of 18: the role of the minister and of the
S-5	S-126	2	22	might not all be Supportive Community Living units,

CONTENTS

Monday, October 31, 1988

Opening statements:

Hon. Mrs. McLeod	S-159
Mr. R. F. Johnston	S-168
Mrs. Cunningham	S-177
Adjournment	S-180
Errata	S-181

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Clerk: Decker, Todd

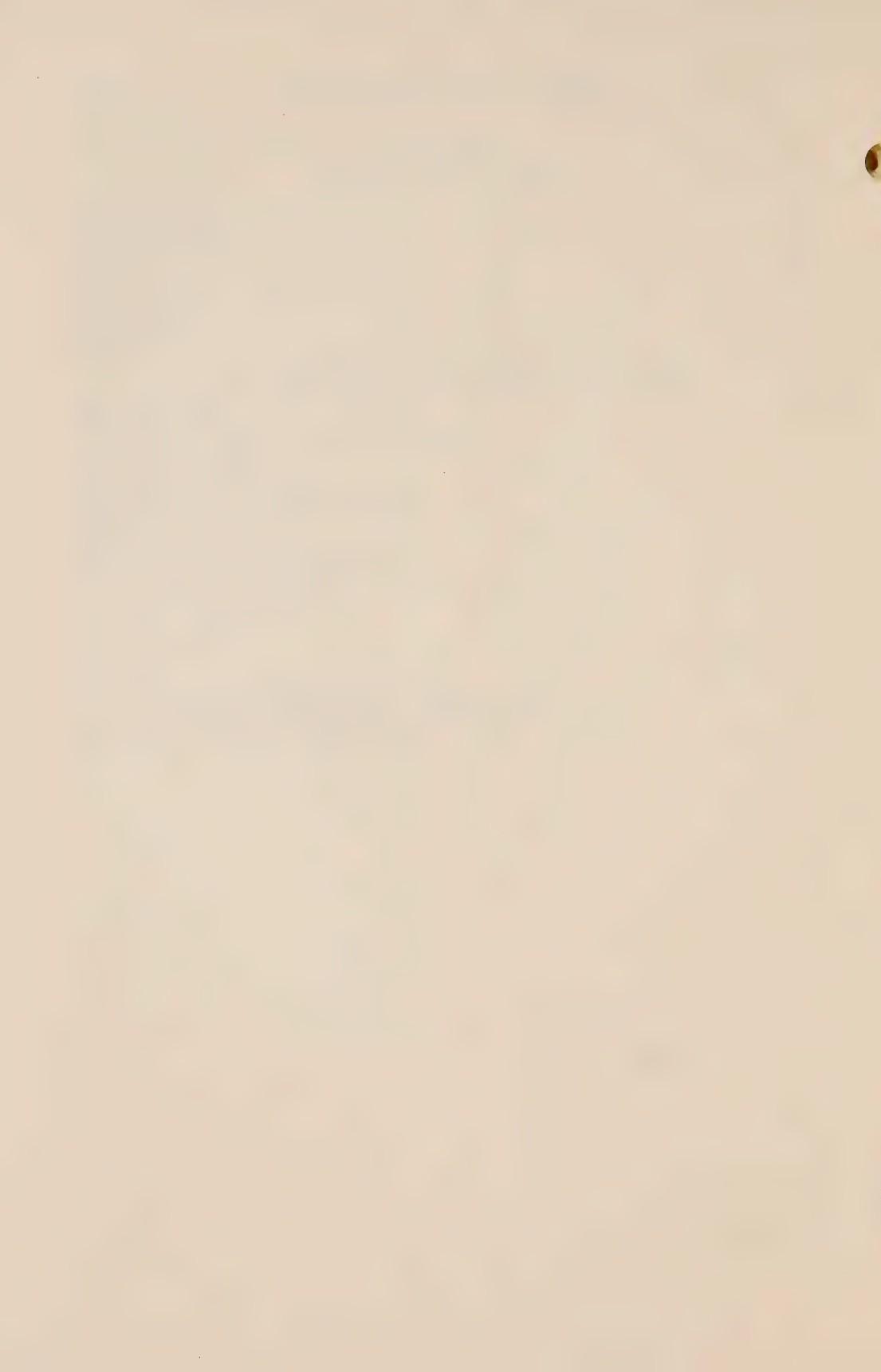
Witnesses:

From the Ministry of Colleges and Universities:

McLeod, Hon. Lyn, Minister of Colleges and Universities (Fort William L)

Brzustowski, Dr. Thomas A., Deputy Minister







CAZON
XC 12
- S71

Parliamentary
Publications

No. S-8

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Colleges and Universities

First Session, 34th Parliament
Tuesday, November 1, 1988



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, November 1, 1988

The committee met at 3:46 p.m. in room 151.

**ESTIMATES, MINISTRY OF
COLLEGES AND UNIVERSITIES**
(continued)

Mr. Chairman: I call the meeting to order. Yesterday, Mrs. Cunningham had the floor, giving her response to the minister's statement following Mr. Johnston's response. I believe you had completed 15 minutes of your remarks. You indicated you were drawing to a conclusion; however, if you wish to add to your comments from yesterday, feel free to do so before we get into the minister's response to the issues you have raised.

Mrs. Cunningham: I wonder if the member for Burlington South (Mr. Jackson) might have time to continue along with me, or what?

Mr. R. F. Johnston: Perhaps Mr. Jackson could respond as well. I have a little difficulty with the notion that we would get two critics' responses, if I can put it that way, to an opening statement, but I understand the difficulties of Mr. Jackson being elsewhere. I am in your hands if you wish to do that. I just do not want it to be seen as a precedent that the official opposition gets one spokesperson and then the third party gets two. I would hope that if that were going to be a precedent, then I would ask the past critic for this portfolio, Dr. Adams, to have his say as well.

Mr. Jackson: I thought you were going to ask if you could be the third party.

Mr. Chairman: I did not have a request from Mr. Jackson to speak; I was recognizing Mrs. Cunningham. In view of the fact the minister took just under an hour and you took just over an hour, Mr. Johnston, and the third party has used up about 15 minutes of time, if Mr. Jackson wishes to speak my suggestion would be that Mr. Jackson being the critic, if Mrs. Cunningham wishes to defer to him, as long as the amount of time is approximately the same amount of time you used I would think that would be fair.

Mr. R. F. Johnston: I am in your hands, although I did not want that to be a precedent either.

Mr. Beer: Perhaps there are two observations one could make, the first to Mr. Johnston: Look

at this way, it takes two to equal your presentation.

Mr. R. F. Johnston: What a flatterer you are.

Mr. Beer: If that is not compelling as an argument, then the other point is that I think the chairman has perhaps suggested a fair way around this and we might just say this is not necessarily to be seen as precedent.

Mr. Chairman: As chairman, I have recognized Mrs. Cunningham.

Mrs. Cunningham: Is your ruling then that both of us will be able to speak for a few minutes? I can assure you I will not be taking more than five or 10 minutes.

Mr. Chairman: Mr. Jackson, do you wish to make a few comments?

Mr. Jackson: Yes, I would like to add on the balance of the presentation capably put by the member for London North.

Mr. Chairman: I would conclude, as chairman, that is acceptable, provided it stays within a reasonable limit of about an hour in total.

Mrs. Cunningham: I suppose from my point of view, having had an opportunity to look—

Mr. Chairman: Excuse me. Is it a point of order?

Mr. Daigeler: Not really a point of order: Just so we are clear on the procedure, while I think it is the common practice that the opposition parties make some opening remarks with respect to the comments by the minister, I presume that afterwards we will follow rotation, or what is your—

Mr. Chairman: Yes.

Mr. Daigeler: I do not want to set the precedent, either, that the members of the government party on the committee cannot make any comments. I personally look at my role here as not only a government member but also as an elected member of the House who has some comments in this field of government responsibility.

Mr. Chairman: My intention is to apportion the time as fairly as possible among the three parties. Following the statements of the two opposition parties, the minister will have an opportunity to respond to questions and issues

raised. Then, according to the rules of procedure as I read them for review of estimates, there will be a wide-ranging discussion during vote 701. All members will have an opportunity.

Mr. R. F. Johnston: The purpose of this estimates review is not for government members to ask patsy questions of ministers. It is for opposition critics to finally be able to get answers from ministers who, in the House, do not have to answer questions. Certainly members will be participating, but if there is a notion that there is going to be an equal time kind of approach on it, then I have some difficulty with that. I suggest that is not our normal practice.

Mr. Chairman: I did not say equal time.

Mr. R. F. Johnston: I noticed that.

Mr. Chairman: I said it will be apportioned in a fair manner.

Mr. R. F. Johnston: I heard you say that too.

Mr. Beer: We are very fair.

Mr. Chairman: Mrs. Cunningham, you have the floor.

Mrs. Cunningham: I will start with the question-and-answer point that was raised by my colleague. I certainly found out this afternoon that one does not get answers to questions raised in the House from time to time, but I have every confidence that we will be getting the answers as far as possible in this particular committee.

I really have only a couple of things to add. On some of the points that were made in the statement—I am trying to stay with the statement as far as possible—I would like to underline as an issue the importance of co-operation among the colleges, the universities and our secondary education institutions in the province.

I would also like to see if there could be some streamlining within the ministries themselves that are involved in the program delivery at all of these institutions. In particular, today in the House I was trying to get at the necessity of co-operation with the Ministry of Skills Development. I am aware of duplications in administrative processes at the colleges and in the Ministry of Skills Development. Those are the kinds of things we are all eager to deal with, because quite frankly there are probably lots of dollars that we already have existing in the system that could be more equitably spent. Where we are looking at duplications in administration, we certainly do not want to do that if we can avoid it.

We can look at that in the estimates. I have looked at some of the stuff to do with Skills Development that relates to this, and we will raise it when we go line by line.

The other point I would like to speak to is her statement on page 4 where she talked about, "In dispersing capital grants to institutions, we are guided by the principle of addressing clearly identified areas of critical need."

I just raise this as a concern. I know it is always very difficult to look at priorities, and I now talk about the priorities of the ministry and of the universities and colleges. Many times they may in fact be conflicting. There are programs that we know have been on the priority lists in educational institutions, and I am now talking about capital, for many, many years, and then for some reason governments come along and say they have different priorities.

One would never complain about getting money for capital from the province, of course, but one should know that often, if we are looking at critical needs, the institutions themselves are probably best able to tell us. I can speak specifically about the University of Western Ontario, which was awarded \$5.6 million in March—I might add in the middle of our by-election—with regard to rehabilitation, training professionals in the sciences.

We know we have a shortage of trained personnel in that field and I commend the government for acknowledging that. I also think one should be looking at the priorities of an institution. In fact, with that particular university, which I know well, the priority for its capital for some years now has been its arts centre. I am told that the minister visited and is aware of that.

It is a point I make when one is looking at funding. I think it is important, certainly, that one meets one's own political objectives in life, but I think it is more important that the universities be listened to when they tell us what their areas of critical need are. That is just one example. I am not complaining about what happened. It is a field I am very interested in; I am just making a point.

A report that I think hit home recently, and it goes back to the issue of grants for universities and what we are really talking about here, is a report of the Council of Ontario Universities that was released quite recently and somewhat updated, *Financing Universities in North America: Can Ontario Compete?*

I think the bottom line in that report is one we should all be concerned about in spite of the Liberal government coming forth and telling us about the wonderful things it is doing in the universities. I think the bottom line is that we are not doing enough, or maybe we could be doing

what we are doing more efficiently, which is what we are all interested in.

This particular report talks about recent evidence suggesting a significant upward trend in the level of support for higher education in the United States between 1982-83 and 1986-87. The state appropriations for students in some American jurisdictions grew by some 35 to 40 per cent in that particular period of time. During the same period, grants per student in Ontario have barely kept up with inflation. It is likely, therefore, that the differences in government support of universities identified in that particular paper, which I am sure you are all aware of, have been somewhat enlarged.

In closing today, I would just like to quote one of the ministers in your government, in fact the Treasurer (Mr. R. F. Nixon). He stated that the world economy has been undergoing a major restructuring and the impact on Ontario has been significant. To quote him, "It is essential that Ontario maintain and indeed increase its share of world trade and investment, and to do so the government must encourage the development of areas that are crucial to our international competitiveness, including technology and education."

I think he underlined this as being a major challenge for all of us. I am here to help you, minister, get more of the provincial pie, if that is what it takes, and I hope to help you with constructive criticism in running our universities for our students as efficiently as possible.

Mr. Jackson: My comments will be very brief, but at the outset I would like to first of all thank Mrs. Cunningham for filling in for me as a result of my unexpected absence late yesterday. I want to thank her for that, and to commend you on your first chairing position here at Queen's Park and the minister for her first set of estimates.

For our part, our caucus will be pleased to participate in these estimates as a means of constructively looking at issues that have been well identified in the hope that the minister will be able to provide her personal insights and share some of the concerns with us, so we can get a better sense through her of where this government sees post-secondary education going in this province. I believe there is sufficient evidence that there is cause for some questions.

In that regard, I was pleased to read in your opening statement, minister, that your initiatives are guided by three goals, accessibility, excellence and relevance. On the issue of accessibility, we will be raising questions about your silence with respect to Bill 94, the private member's bill that deals with discriminatory

municipal bylaws targeted against students. We would seriously like you to answer your personal position on the matter and why your government has stated publicly and politically that it in fact does not support them, but has been mysteriously silent for a year in terms of eliminating them, especially when two bills have been presented and one amendment to the Planning Act has been tabled. Your government's response was to remove the entire bill and also the tabling of the private bill, Bill 94.

1600

I would like to ask you the degree to which you have entertained discussions with the Minister of Housing (Ms. Hošek) with respect to dealing with the housing issue in its global context as opposed to isolating solely and simply student housing in this province.

The reason I ask that is because it is clear that housing is a problem for all our students. There is just the distinction between on-campus and off-campus housing. Your government seems to be getting into difficulty making appropriate distinctions. That is perhaps another reason Bill 94 is giving you so much difficulty, since you have limited, if any, comment about off-campus housing.

The Thom Commission of Inquiry into Residential Tenancies report made some specific recommendations that would reduce significantly the burden on students in terms of their costs for post-secondary education. It is my belief that your ministry has had no meaningful policy discussion as to the impact of that report on students in this province. I would hope that we might engage in a brief dialogue on that to get a stronger sense of what you are advocating on housing policies in this province, because students seem to be suffering as a consequence of 25-year and 30-year construction timetables.

It gives great comfort to my daughter Amy, at 28 months, that in 18 years she probably will have one of those Liberal spaces made available to her if I can afford to help her through university. However, there are thousands of students who cannot benefit from the statements you have been making, both in your statement yesterday and the statements you have made publicly and before the Legislature.

I hope you will give us a clearer definition of what you refer to as an "eligible student." I understand Mr. Johnston made reference to this. I briefly want to suggest to you that it was a political watershed for post-secondary education when your ministry and the Premier (Mr.

Peterson) both started using that phraseology for the first time in Ontario.

I believe this is the first forum we have had where we might be able to get a better understanding of what is meant by an "eligible student." Hopefully, we can discuss that to get a better sense of what that distinction really implies in terms of accessibility, because it is no longer the all-encompassing statement about students who are ready, willing and able, which is different from just being eligible.

You commented about the Ontario student assistance program and broadening eligibility. It was not a great moment for us when questioning you on the Ministry of Skills Development's new access to OSAP, which you were unaware of. I hope you can assure this committee that when other ministries create intrusions into the small enough pool in the OSAP fund, you are at least advised of that fact. I hope we will have no further examples such as the older workers' support funds which were instituted at first without your knowledge. If there are other examples of that, I hope you might share with this committee other broadenings of those eligibilities, because it would put quite a new meaning to the statement you read into the record to commence these estimates.

College programs: One of the reasons I was absent on Monday is that I was in the Niagara Peninsula talking about Niagara College, particularly the dental hygienist program and limited access, which Niagara College feels it must provide for students in the greater Niagara area.

I hope we might take, for example, one or two of those examples of program cuts to discuss the process by which community colleges come to those decisions as crown corporations and the degree to which your ministry is sensitive to how those priorities are set, and that we might get some stronger assurances from you in the whole area of weighting factors and how that is tied into some sense of economic short- and long-term planning for the programs that are being cut. I sense that is not occurring. I sense that the community colleges are inhibited in their desire to try to make those decisions on that basis.

From the point of view of listening to faculty in Ontario, I am concerned about class size and the ratio of the per-student contacts our professors and instructors are put through. I hope you will suggest to us that you have some way by which you will be approaching this problem. I would also suggest to you that the amount of belt-tightening that has been going on at some of our college and university campuses with respect to

support services for instructors and professors is cause for considerable concern.

This, in combination with the class ratio problems, suggests circumstances which we would not want something as important as education to go through. Both you and I have gone through the public school trustee experience, rather lengthy ones, and we know that we would not suffer that kind of circumstance on that educational system, so I am anxious to hear from you what your thoughts are in terms of the increased incidence we are suffering in the post-secondary institutions with those kinds of cutbacks.

I have two other brief areas I would like to put out for discussion. The issue of Canada Christian College is of great concern to me. I have written letters to your predecessor and now to you on that subject. I understand the external adviser has reported to you. All the efforts we have made in order to get a copy of that have failed. Perhaps in this forum, and then publicly, you would make that available to us.

It strikes us as being very odd that we would deny an opportunity for a bachelor of divinity to be awarded here within our province when in fact we are seeing a massive exodus of Christian students out of Ontario to American institutions to get their divinity degrees. It seems somewhat unfair that we are driving those students south of the border, yet we have American institutions that provide similar bachelor degrees that your government is allowing to operate in this province, on Canadian and Ontario soil. We are seeing a rather paradoxical approach.

Canada Christian College has met the criteria that were established three years ago. We saw a modification of your criteria and they met your modified criteria and they are still getting nowhere. At least you suggested you would appoint an external adviser. The previous minister refused to do even that.

I pose that paradoxical question to you about opening up access to American institutions to operate in Ontario when there is clear evidence of the exodus of Ontario students to the United States, whether it is at Niagara College with the dental hygienist program, where the students are going from \$600 tuition to \$5,000 tuition, and gladly paying it to get access to a program, or whether it is something such as Canada Christian College, which you as the minister really do control.

Perhaps in the presence of my colleague the member for Scarborough West (Mr. R. F. Johnston) we might even find some time to

determine the degree to which you have examined the free trade agreement and its impact on post-secondary education in this province. It might be timely and appropriate to place it, not for extensive discussion—I understand that is not the framework we are called upon to cover in these estimates—but clearly it would be helpful for all members of this committee to determine the degree to which you are sensitized to it, the degree to which you are informed and the degree to which you are opinionated about it.

1610

I will close by making a short reference. I hope we would determine who is winning the wrestling match between you and the Treasurer over where the Ontario Institute for Studies in Education belongs in this province, whether it belongs at the University of Toronto or on Bloor Street, where it currently is. I hope you could enlighten us where that delicate power play is currently operating, because it is an outstanding concern to many in this province.

That concludes my remarks. Again, I appreciate the fact that I understand I have set absolutely no precedent in extending the comments of the member for—

Mr. Beer: We will hold you to that.

Mr. Jackson: You would be amazed at the precedents I cannot get away with. Thank you very much.

Mr. Chairman: I appreciate that final comment and I thank both of you for keeping well within the suggested time. At this time, I recognize the minister for her response to the questions and issues raised.

Hon. Mrs. McLeod: May I first of all begin by setting correct a very small point on yesterday's record. I am informed that I totally unconsciously referred to our deputy as the Deputy Minister of Education, which of course is inaccurate.

Mr. R. F. Johnston: I thought it was an expanded role.

Hon. Mrs. McLeod: I was so unconscious of it that it had to be drawn to my attention afterwards, I think perhaps because Mrs. Cunningham had come in, I was probably reflecting on the many other occasions we had met in similar committee sessions with the Minister of Education (Mr. Ward) and the Ministry of Education was very much in mind. I did want to assure the committee that was not only an unconscious slip, but it was by no means a Freudian slip. In fact, you could not find a better match between the deputy minister's background

and this particular ministry. Our deputy, of course, is the Deputy Minister of Colleges and Universities, for post-secondary education.

With that small correction, I have some rather scrappy notes that reflect late night and early morning musings, so I hope you will bear with me while I sort out the flow and attempt to give some structure to my responses. I would like to get a clearer sense of the format our future discussions would take. I understand it is appropriate for me to make some comment on some of the issues that were raised. If I were to comment in depth and systematically on every question or issue that was touched on in the course of the remarks yesterday and today again, I might be able to use up the balance of the estimates period, but that would probably not be appreciated.

Mr. Jackson: We could read it in Hansard and leave now.

Hon. Mrs. McLeod: If I am to make some initial responses today and do not address all the questions, will there be future opportunities for those questions to be posed again? I would certainly welcome responding to those. If that is the case, let me make some initial response to the issues.

First, Mr. Johnston indicated his appreciation for the way in which our estimates books are set out, which I am sure our staff are appreciative of, and also the fact that he liked the longitudinal tables. We too like the longitudinal tables, because that is one of the ways in which we are able to measure our very observable progress. We will certainly include as many of those longitudinal tables in all future books as we are able to.

You invited me yesterday to philosophize somewhat in response to the challenges of post-secondary education, and I think you know how tempting that is for me. I am, however, very keenly aware that my abstract philosophizing is going to be captured for all time in the tangible reality of Hansard, so my awareness of that and the constraints of time will make it necessary for me to be as direct and as succinct in response to that invitation as is possible.

I did want to touch very briefly on two issues Mr. Johnston raised before going on to some more general post-secondary education issues. One was a reference to the commitment of our government to multiculturalism in this province. I would simply like to say that I am not sure he would find a government anywhere that has done more to acknowledge and enhance the multicultural reality of our society. Our commitment, I

think, is based on a very sincere belief in the strength that is derived from the multicultural reality and an awareness that all our society is enriched by that multicultural fact.

Certainly, our ministry fully supports the initiatives that have been taken by the Minister of Citizenship (Mr. Phillips) to ensure that our multicultural communities are an integral part of the work and life of this province.

I wanted to simply touch, too, on a second issue that was raised and that was the issue of our progress in supporting the development of French-language services through post-secondary education opportunities. I want to share with you, quite honestly, that I had to wrestle personally with a change in our policy of designating bilingual institutions rather than considering the possibility of a French-language model. The difficulty I had was not because of any lack of commitment to French-language services—far from it—but because of my commitment to an ideal of our two founding peoples, French and English, learning side by side and sharing their language and culture, just as we share our lives together in this province.

I believe that is a commitment that is shared by my colleagues. So my colleagues and I had to come to understand that this vision was not the only vision that could be supported, or perhaps it was an ideal that we have not quite reached yet. People sometimes need to find a separate strength before they can come together. We have agreed that there is more than one model through which our goal of enhanced French-language services in post-secondary education can be achieved and we are actively pursuing our negotiations with the Secretary of State of Canada, but I think it is important to acknowledge that whatever models of service we deem to be most appropriate at different times and in different locations, our goals in fact are shared goals.

With those two very brief comments on two specific issues, I want to get into some of the more general areas of Colleges and Universities' directions which you raised in your comments. In fact, you did not spend a great deal of time on colleges, and at least for the moment I am going to accept that as an indirect acknowledgement that we are reviewing the role and mandate of our colleges and that you sense there is a planning focus, which we certainly believe there is.

I was, however, concerned about one statement that was made about a sense that perhaps we are encouraging students to attend our college system because college education is cheaper or

because our colleges are empty while our universities are having a large number of applicants. I would like to assure you and the members of the committee that this has never been the motivation of myself or of our ministry in wanting people to be aware of the options our college system provides to students. When we speak of commitment to accessibility, we really believe accessibility means access to a full range of options in post-secondary education and that access means providing options which can respond to that range of needs, abilities and interests in the population who are looking for post-secondary education opportunities.

Our concern has been, first of all, to provide those options and to be sure that range of options exists, but also to ensure that students are fully aware of the range of options, so that in making their choices about post-secondary education programs, they are choosing options that are most suited to their particular needs, interests and talents.

That was the focus of the conference we held last week, where the two basic questions in the workshops were: first, the question of the right choice at the right time, although we challenged ourselves whether that was the right question because there are probably many right choices at many different times in an individual's life; and second, looking at the interrelationships of colleges and universities so that we are able to enhance this idea that there is a spectrum with different options at different points of the spectrum, neither one being better than the other but being different and responding to different needs.

I want to make a comment on the conference because you raised some points in relationship to what you had heard of our conference. I suppose we tend to receive information somewhat selectively and perhaps, as the critic for post-secondary education, you would have heard some of the criticisms which you reflected on yesterday. I think it would be important to recognize the very positive focus of this conference because I believe it is a focus that you would be interested in. Certainly the role of our speakers, which you referred to, was to be controversial and to provoke discussion, and they did that indeed.

You would recognize that Michael Adams was not asked to come to speak to the government's position if you had heard his opening remarks. His opening remarks suggested that there was only one thing worse than being a Liberal at the present moment, and that was to be a pollster. Of

course, that was before last weekend's polls, so the situation has reversed itself.

1620

I was not myself able to hear the comments Hershell Ezrin made, but I did find that there was a great deal of, yes mixed reaction, but some very positive reaction to the comments he made, and a certain similarity I detect with some discussion about the importance of marketing and the importance of clients and consumers that I felt you were reacting to yesterday. Maybe it is a semantic problem and maybe it is a resistance to certain types of terminology, but I do not have a problem with the term "consumer" if we are talking about the consumer being a student and our post-secondary institutions wanting to be aware of the student's needs, the way in which those needs change and the way in which institutions must be responsive to changing needs.

I certainly do not have a problem with the concept of marketing of post-secondary education if what that means is that we say to our institutions: "Let's go out together and talk about the very good things that are happening in post-secondary education in this province. Let's recognize that while there may be some concerns in some areas, there is also a great deal that is truly excellent happening in our post-secondary institutions."

We should share that with the entire Ontario community, because I think it is important that at the same time we deal continuously with the concerns that present themselves, we also acknowledge the strength of the post-secondary education system and encourage confidence in that system, so that we have the confidence that allows us to build that system into the future.

Mr. R. F. Johnston: So you do not see it as being a totally irrelevant, élitist or arrogant—to use the words of Mr. Ezrin—system?

Hon. Mrs. McLeod: I do not see our current system as being élitist and arrogant at all. I think those kinds of statements might have been meant to be provocative in the sense of, "Let's ensure that it does not ever become arrogant or élitist and therefore let's have the focus on the students."

Mr. R. F. Johnston: This is the man who had the Premier's ear, as I recall.

Hon. Mrs. McLeod: Actually, you raised the question of this government's direction and you express some concerns about the government's direction seeming to take a particular focus, so I thought perhaps it might be appropriate to share with the members of the committee just a few

statements from my own speech. Because I was not perhaps being quite as controversial, it did not feature in the press coverage of the conference. If you would bear with me for just a few moments, I will read some sections of that speech which I think reflect very much comments that the Premier has made in the past. I think I can in fairness say they represent a direction that this government has taken.

"Since our government was first sworn in more than three years ago, we have had three prime objectives: ensure Ontario's ability to compete in the changing global economy; provide, through our education system, a guarantee that our children will acquire the skills and knowledge they will need in the future; and make certain that our social programs and institutions are able to keep pace with demographic changes in our society. The post-secondary education system has an important role to play in each of these areas.

We recognize, of course, that universities and colleges do not exist solely to maintain our ability to compete. Universities are centres of our intellectual life and play a major role in enriching and transmitting our culture. The colleges provide an important and visible cultural resource in their communities, meeting a wide variety of needs for a broad range of Ontarians. These are essential contributions to the quality of life enjoyed by the people of Ontario. Indeed, education has been our most valuable tool in crafting a society as humane and civilized as any the world has known."

The focus of our conference, then, was very much on access to options for students across the post-secondary spectrum and it was to focus on the degree of interdependence that may be appropriate between colleges and universities. I guess one of the reasons I am particularly concerned about any of the negative suggestions about the focus of the conference is that there was a very genuine excitement on the part of participants.

It seems it is perhaps the first time in anybody's memory that we have been able to bring together large numbers of people from the university and college community, together with students and representatives of faculty, to talk about the options we are providing to students through our post-secondary system and the extent to which there should be greater dependence between the two. I think people recognize that this was a very genuine effort to break down some of the barriers of communication that have

tended to create something of two solitudes in our post-secondary education system.

Mr. R. F. Johnston: I would not want it to be interpreted that I was meaning it was not a very positive step to do that. We have spoken in the past about this, so you know that I think that problem of the two solitudes has been a very large one.

The feedback I was getting from university sector people was that the message they felt they were getting, both through the speakers and implicitly through the government, was that this co-operation meant more that the government wanted universities to be more job-oriented and more market-driven—not in the sense of marketing that you were talking about—and therefore to be more like the colleges in that fashion. Are you doing anything to allay people's concerns in that area, or is that an area of the corporatization that you agree with?

Hon. Mrs. McLeod: I think that perhaps you are focusing on some of the statements in press coverage of that particular conference.

Mr. R. F. Johnston: These were participants who came away from that conference wondering if this was the agenda that was behind it.

Hon. Mrs. McLeod: Again, I have had very different response from participants who heard the kinds of statements speakers were making in different workshops. The communications seminar at which Hershell spoke was a different conference that was going on at the same time, which is why I am not as exactly familiar with some of the remarks that were made there.

Mr. R. F. Johnston: This is not the message you want to get through to the universities?

Hon. Mrs. McLeod: I have attempted to interpret the message that I think is the government's message, and the language is not a matter of concern if what we are talking about in marketing is talking about the values of the system and the strengths of the system, what we are talking about in terms of—

Mr. R. F. Johnston: But you do not want it to be market-driven or job-training oriented.

Hon. Mrs. McLeod: There is not a reluctance; and I would like to talk about the goals and how that particular goal fits into the overall roles and responsibilities for colleges and universities, because certainly there is a necessity that we be responsive to changing needs in a future marketplace. Providing for training so that our Ontario students can compete, and Ontario in fact can compete on the basis of the knowledge and research that we have developed is clearly an

important role for colleges and universities to play.

To the extent that there is a market-driven component to that, I do not think that is something that we should shy away from. It is certainly not an exclusive focus for our colleges and universities, in either sector. It is, however, very much a part.

Mr. R. F. Johnston: It sure does seem like an emphasis.

Hon. Mrs. McLeod: It is perhaps a direction which has not been clearly identified in the university sector in the past. The relevance of some of the research which is being done, directed to technological development, and the role that plays in sustaining the wealth and developing the wealth of this province has not been something that has been addressed in the past.

Certainly the role of the colleges in responding to changing market demands and the need for different training skills is one that the colleges have been very responsive to. When you suggest that there is an emphasis on that, perhaps it is because it is a new focus; but it is not an exclusive focus, it is just very much part of the ongoing role of our university sector.

Mr. R. F. Johnston: I would like to come back to this in more detail later on.

Hon. Mrs. McLeod: I certainly think we can.

You suggested in your comments, or at least there seemed to be a suggestion, that we might want to be looking at a review, that the government's directions on university education were emerging in a somewhat piecemeal fashion.

I was somewhat surprised by that in two respects. First of all, of course, there is a very different relationship between government and universities and government and colleges. Particularly given some of the other concerns you expressed about academic freedom and the respect for university autonomy and some concerns about targeted funding that might have been expressed in the past, I was a little bit surprised at a suggestion that there might be a full-scale review.

Mr. R. F. Johnston: I was not suggesting that it should not be done in some sort of a review of the fashion that you are doing with Vision 2000, which again I do not think is intrusive to the process of the colleges even. I was not suggesting that as something you needed to lay on them, but rather that the evolution within the university system is as profound a change, it seems to me—it

is almost a metamorphosis in some ways—as that which has taken place within the college system.

I am surprised that it is, and for all the reasons I listed yesterday, it is a piecemeal approach. Whether it is the questions of standards or this corporatization kind of view or whatever, I am surprised that you are not taking a holistic view of it, in co-operation with the community.

Mr. Daigeler: Could the member be a little bit more specific about what he means by the dramatic metamorphosis in the university system?

1630

Mr. R. F. Johnston: I dealt with a lot of it yesterday: But, what is the percentage of the population that now goes to university as compared with the past? Who are they? What are the purposes of the university? Is it to become the sort of the corporate production line for various kinds of skills that we want within our economy in the future? Is it to be more of the academic community and humanization of people that it was initially seen to be? There is the failure of the system to maintain itself both physically in terms of capital needs and also in terms of faculty renewal.

There are just a huge range of issues which are out there to be dealt with, besides some of the more visionary approaches for the future that I think should be looked for towards the end of this century. I think those changes are as profound as the changes that have taken place in the college system in its 20-some years of existence. That is the only point I would make.

Hon. Mrs. McLeod: I guess the second area of the comments that surprised me was the sense that government policy in relationship to universities has been piecemeal, because it seems to me that is policy which has been clearly articulated from the time the government took office.

Perhaps it is because I take very seriously those three themes of accessibility, excellence and relevance and because it seems to me, although I came into the ministry at a time when those policies had already been articulated, that there could be no other central themes to guide post-secondary education developments over the next years. As we have looked at the university sector, all that we have done in the university sector has been to provide support to further those issues of greater access and to enhance excellence and relevance.

I think that if we were to look at all those initiatives taken together, we would see a very strong co-ordination of the efforts that have been made to further those particular themes.

Mr. Jackson: Mr. Chairman, on a point, could I just make a brief comment and ask a question?

I guess the concern that I am having, which is somewhat similar to Mr. Johnston's, is that if we take, for example, that the same questions being asked about post-secondary education, and the same questions were asked about elementary and secondary education in this province, we looked for some policy statement from the government—what it believed in—which is what you are articulating is something that you believe has been articulated consistently for three years about post-secondary education. Really, the only themes that we have heard of that are similar to the ones you have for post-secondary are the ones that were articulated by George Radwanski.

That created a lot of furore and a lot of concern. But when I listen to you, I think I am listening to George Radwanski. Radwanski was a process for public comment. We got involved in that process. I am hearing from you that your government may be moving more in that direction, but that the same type of consultation has not been engaged.

I believe that perhaps that is something that should be a little more clearly articulated. I realize that Vision 2000 is going to address some of that within the college system. But one does get a piecemeal impression that is not helped by the fact that you have had two elections in that three-year period, which accelerates the number of political announcements. That lends itself to a piecemeal view or image of the direction we are going in.

I just suggest to you that both Mr. Johnston and I are deeply involved in educational life, before we get to universities and colleges. We have just gone through the exercise of trying to determine where the government's position and long-term planning is for education, as seen through the eyes of Mr. Radwanski. We are trying to get a better sense of where we are going with post-secondary education because all the signposts are there. The clarion call is there. Your three points are surprisingly similar to what Radwanski is saying—we are going to shift from process to outcomes, commitment to excellence and so on.

So I could not resist. I wanted to put that on the record because I think there is a distinction between how we are getting at that sense of direction between elementary and secondary schools, education in this province and your area of jurisdiction.

Hon. Mrs. McLeod: It is an interesting comment that we are shifting to an emphasis on excellence. I would have hoped that was always recognized as being the goal of both our colleges and our universities. I think, perhaps, we feel as though we have made some greater progress in supporting it.

Mr. Jackson: Make no mistake about that. Lloyd Dennis talked about excellence and Radwanski talked about excellence. But they got to it at two different routes. That is what we are talking about here.

Hon. Mrs. McLeod: It is impossible to discuss one of our core themes for post-secondary education without also discussing the other two.

Mr. Jackson: Exactly.

Hon. Mrs. McLeod: Quite clearly, we have a commitment to excellence, and that will be ongoing. Quite clearly, we have a commitment to relevance, and that may broaden our understanding of the roles that our colleges and universities play. I think that is a legitimate broadening. It does not exclude traditional roles, which will continue to have our very strong commitment, but we also must be conscious always of accessibility, which is a commitment that this government has made and supported in very strong ways.

I think that if you take the three themes together, we have a fairly clear pattern and direction for post-secondary education and a commitment of this government to that future direction.

Mr. R. F. Johnston: The three words are easy to toss off and they are not the kind of things anybody is going to disagree with as notions, but when a Minister of Colleges and Universities, especially someone with your background, now starts to say that it is acceptable to use the term "consumer" for "students" and talk about "commodities," one would presume, for what they are picking up within the system when people say that the system needs to be more "market driven," I get very worried about the change that language means about what university has meant in terms of participation of students in decision-making about their education and about the whole role of the academic community.

There is a profound change there, which it seems to me, in the name of relevance, has some large impacts on both of the other two words that you are tossing out. We will get into, during line-by-line, how it is piecemeal because of where the money is or is not going and why it

does not seem to be a co-ordinated vision at all but just the fact that you have three words that work nicely together, with which no one would disagree—even Bette Stephenson would have agreed with those words—but that does not mean that you have a particularly unified view of the system.

Mr. Jackson: Radwanski agrees with those words. That is what scares me.

Hon. Mrs. McLeod: However, we will approach it in the line-by-line analysis to show the ways in which each of the decisions that we have made has been supportive of an interpretation of those terms that has some depth and, I believe, some coherence.

I also just re-emphasize for the record that I indicated I do not have objections to the use of particular words, provided we look at the depth of the interpretation of these words, whether it is "market driven" or "consumer" or "doing business."

Mr. R. F. Johnston: Words, one would hope, are very important.

Hon. Mrs. McLeod: That is why I think it is extremely important that we ensure what interpretation be given to them.

On that subject, the question of the relevance and the tendency to focus perhaps on the science and technology education, which we see as being, indeed, an important focus as we look at preparing to compete in a global economy, concerns are sometimes raised that there has been a focus through our funding of research in the centres of excellence, and perhaps that is something we will get into later. I have indicated in other situations that I do not feel at all apologetic—far from it—for the emphasis that Ontario has put on research funding in science and technology fields through our centres of excellence.

I think that has brought in both needed additional funding in a field of research that is very expensive to provide. It is the first time a provincial government has been involved in providing funding for research. That has been a federal government responsibility. It also involves a partnership between our post-secondary institutions and the private sector, which I think is an important partnership and one that can be worked out with full respect for academic freedom and the integrity of the work that is being done.

It does concern me, quite frankly, that when Ontario takes a leadership role in providing provincial support in a research field in a way that has not been preceded, the federal govern-

ment, while it welcomes our initiative quite clearly and sees it as being a good idea, follows suit with essentially the same initiative.

What concerns me about that is not that they would provide additional funding as well to science and technology research, but should they in fact decide to provide that to the exclusion of funding research across the full spectrum of the research areas of post-secondary education, because, quite clearly, that is a mandate for the federal government. I think Ontario's initiatives were seen to be important supplements to federal research support. I think there could be a problem with overemphasis if in fact all levels of government fail to follow through on the fullness of their mandates.

I am not sure how many of the comments to make, because, really, there has been so much raised.

One of the concerns that perhaps we can get into further in our discussions was the concern about the availability of faculty to offer our university programs in the future. In that regard, we are encouraged by the fact that our full-time graduate enrolments do seem to be increasing and the fact that the decision was made, when accessibility funding was first put in place, to ensure that accessibility funding would support extension of graduate programs, so that in fact graduate programs can increase in numbers.

1640

The whole question was raised, as well, about women in faculty positions as role models, and clearly that is a related factor and one which we have been concerned about. Mr. Johnston did mention our faculty renewal program and reflected on that comment in my opening statement. We are encouraged by the fact that 54 per cent of the faculty hired under that faculty renewal program are women.

We have been providing support through the employment equity program. We also recognize that the graduate students' associations are concerned to address the factors which may limit the participation of women graduate students. Of course, quite clearly, we have to increase the number of women graduate students in order to increase the number of women faculty in the future. So we do share those concerns and I think we have taken a number of steps to begin to address them.

Mr. R. F. Johnston: What is the plan? I do not have any sense of a co-ordinated plan. The faculty renewal plan is essentially a replacement plan. It is not an expansion of the body of faculty in the system at the moment. I do not understand

what it is you have done to overcome the incredible deficits of women in the post-graduate courses, especially PhDs, the people one would presume we would be hiring in the future to become our full professors, where we have six per cent representation at the moment.

What is the plan? I have no idea what it is you are actually doing that is making any difference at all, except for your small faculty renewal plan, which again is a replacement factor. I do not even know how many of those people they are replacing were actually women in the first place.

Hon. Mrs. McLeod: To repeat myself a little bit, but also to correct an impression that our faculty renewal program is a replacement program, the faculty renewal program was put in place to allow the universities to hire 500 additional faculty members, to hire 500 faculty members in order to renew the faculty of the universities.

We do not dictate, as you well know—

Mr. R. F. Johnston: What is the change in total numbers as a result of it?

Hon. Mrs. McLeod: As you well know, Mr. Johnston, we do not dictate the spending by the universities of our transfer payments. Through the transfer payments, the universities make decisions about the hiring of faculty.

We have specifically designed the faculty renewal program to provide for the hiring of 500 faculty. Those funds must be used for the hiring of that faculty, so in that way we can monitor the number of women faculty who are hired.

Mr. R. F. Johnston: You can be much more specific with other envelopes you use, though, can you not? You were not in this case. That was essentially a copout in terms of the end result that you are after. Do you want this to be an increase of the number of women positions in total, and what is the overall plan and what are the goals you have established to achieve in the next little while? How are you co-ordinating that with plans to increase the numbers of women in graduate schools? That is what we are not hearing.

Hon. Mrs. McLeod: The targeted fund in terms of the faculty renewal program is, in fact, very specific, and is monitored in terms of the hiring of staff and in terms of the sex of the staff who are hired, so that we can in fact tell you that 54 per cent of the faculty who have been hired in the faculty renewal program are women.

As you well know, the only way—

Mr. R. F. Johnston: Last year it was higher, as you know. You had a higher percentage in the

faculty renewal last year who were women than you do this year.

Hon. Mrs. McLeod: I am not sure that is accurate.

Mr. R. F. Johnston: As I recall, it was 56 per cent.

Hon. Mrs. McLeod: No, I think it was 52 per cent of an earlier figure, if I can just check. It is now 54 per cent. There has been an increase in the number of women. The majority of people being hired under this program are women. But I think, as you also well know, the only way that we can ensure that there was an overall increase in the number of faculty would be to control the decisions of the universities in terms of the use of the operating grant transfers. That is not something we do, nor have ever done.

I also just did indicate that one of the comments that you had made yesterday was the importance of hiring women faculty, in terms of encouraging women in graduate studies, and that is why I think the faculty renewal program is important and why the employment equity programs have been important. And I think as well that—

Mr. R. F. Johnston: You replied to a question of mine on November 30 last year and said that 214 people were hired in 1986-87, 120 of whom were women, 56 per cent. That was your reply to me.

Hon. Mrs. McLeod: The numbers of women, in terms of the total number of faculty—I have not got that note immediately in front of me. Would you like us to give you that right now?

In the first year, of 253 appointments filled in 1986-87, 139 or 54 per cent were female. Of 50 positions approved for year 2 of the program, 1987-88, 48 have been filled and 25 of the positions, or 52 per cent, were filled by women. Therefore, of the 301 individuals supported in the first two years by the faculty renewal program, 164 or 54 per cent are female.

In any event, I think the point we are making is that this was one of the intents of the faculty renewal program and it is part of a plan to encourage greater numbers of women faculty and a return to teaching for a greater number of women graduate students.

Mr. R. F. Johnston: Have you any idea how many of those are tenure stream?

Hon. Mrs. McLeod: They will all be tenure appointments.

Dr. Brzustowski: Tenure stream.

Mr. R. F. Johnston: Tenure stream.

Hon. Mrs. McLeod: Tenure stream appointments, yes.

Mr. R. F. Johnston: Thank you.

Hon. Mrs. McLeod: Is it all right, Mr. Chairman, for me to continue with some general responses to issues that were raised yesterday?

Mr. Chairman: I want to give you an opportunity to respond to the points raised by Mr. Johnston and the Conservative speakers. Then I intend to pose the question to the committee about how the committee wishes to use the remainder of its time for the Ministry of Colleges and Universities estimates, because I think we have some decisions to make which may assist you in allocating your staff. Many staff are here and whether they need to be here for every day or not, it may be helpful in how we allocate their time.

Hon. Mrs. McLeod: Maybe I will curtail the number of issues that I attempt to address and also, to some degree, the invitation to be philosophical in some of the responses.

I do want to touch on the issue of tuition fees and the question Mr. Johnston raised yesterday about whether we consider 18.2 per cent to be a fair level, and I think, in turn, pose the question, how do we determine what is a fair level of participation? It was once said that there are really only two positions which are not arbitrary, one being painful-cost, and it is certainly not a position which we could ever advocate—and the other being to pay no cost at all and that is a position which would represent a significant change in the revenue to the institutions unless government was, in fact, able to replace that funding fully.

Mr. R. F. Johnston: There is the other, which is that a Liberal government should never be less progressive than Tories.

Hon. Mrs. McLeod: I think one of the measures by which you might begin to determine—

Mr. Jackson: Or be more socialist, thank you.

Mr. R. F. Johnston: They could never do that old line, but you're working on it.

Hon. Mrs. McLeod: If I can move into a recognition of the progressive nature of the Liberal government and its tuition-fee policy—

Mr. Jackson: Spare us.

Hon. Mrs. McLeod: —you might look for a recognition that one of the measures of what is a fair level of participation is one which encourages students to apply to post-secondary education

institutions and the reality that we have the highest level of applicants than at any other point in history and that we are supporting, in turn, the highest level of participation of any point in history.

Interjection

Hon. Mrs. McLeod: I think that there is great deal of debate on the question of the extent to which tuition fees affect accessibility and it is interesting, I think, that the Council of Ontario Universities study, which it is undertaking this fall, is focusing exactly on that question of the ways in which changes in tuition-fee policy may or may not affect accessibility.

I am sure we will both be looking forward to that particular report.

Mr. Jackson: In fairness, Madam Minister, since you were up in Thunder Bay prior to your coming to Queen's Park, at that time, if the ratio of tuition fees to affordability and accessibility was a sufficiently important issue for the New Democratic Party, it might have found its way on to its accord document, but it was quite absent from that document, as you well know. It is really not fair to indict you with that decision. That was three years ago.

Hon. Mrs. McLeod: I would simply repeat my sense of—

Interjection.

Mr. Jackson: Three pages, and not a single mention of university students. It was your opportunity, Richard.

Mr. Beer: Mr. Chairman, could we let the minister complete her remarks? I assume we will have plenty of time for questions and answers, but I think if we are going to be getting into a lot of questions and answers there are perhaps some questions here, too, that we might like to put, and without wanting to prolong things, it might be—

Mr. R. F. Johnston: Once you are on the rotation.

Mr. Beer: I am just expressing a thought.

1650

Mr. Chairman: As the minister was answering Mr. Johnston's position, I was allowing him questions of clarification to elicit perhaps a more complete response from the minister in certain areas.

Mr. Beer: We appreciate clarification.

Mr. Chairman: I agree that it could be tending to what we might move into in our next phase. If we can move to the conclusion of the minister's responses, then we can get into a more thorough discussion.

Hon. Mrs. McLeod: I hope that means I can still touch on one or two fairly significant issues.

Mr. Chairman: Carry on. You have the floor.

Hon. Mrs. McLeod: One of the realities I do feel very good about, given our commitment to accessibility, is the fact that we have had the largest number of applicants in our university system than at any point, as well as the responsiveness that our institutions have made to those applicants with the support of government in areas of funding, which I know we will get into further in our line-by-line analysis of the estimates.

I did want to make mention, though, in reference to tuition fees, of a second part of the issue which was raised by students. That was the question of deregulation, which is quite a different issue from levels of participation, because that, in many ways, would change the very nature of our university system.

Mr. Johnston did touch a little bit on the Council of Ontario Universities' report, which Mrs. Cunningham referred to again today. I think it might be worth just noting some of the facts that are in that report in relationship to the funding of American universities. It has a bearing on the tuition-fee issue, because, of course, there are two very different types of institutions in the United States. In the private institutions, the tuition fees are very high indeed. I think the reference that was made yesterday was to the fact that the funding of the American public institutions is in the order of some 35 per cent greater than the Ontario universities are funded, but there is also, of course, the reality that is addressed in that report that one third of the students in the university system in the United States are in private university institutions.

I suppose, for me, that raises a very basic value difference between Ontario and Canadian post-secondary education systems and the American system. It is an issue which is perhaps not always drawn out from the Council of Ontario Universities' report, but again it seems to me that there is a very important question to be raised for the federal government in that report, because the statistics suggested in that report are that the federal government support of public universities in the United States is in the order of 90 per cent greater than the federal government support for Ontario universities and 250 per cent greater for the private institutions in the United States. The question posed by the report is, can our students compete?

I think I would, in turn, want to pose that question to the federal government. What sup-

port is it providing to ensure that Ontario students can in fact compete? Can we ensure, in a future competitive society, that our students can be competitive and that we can still retain the value system of Canadian universities? I hope that at some point in our estimates we will be able to get into some of the issues of decreases in federal funding.

I do want to suggest that I do not believe there is any fundamental contradiction, as Mr. Johnston suggested, between participation in the cost of university education through tuition fees, at a level of approximately 18.2 per cent, and the question of accessibility. The reason I do not feel there is a fundamental contradiction is that I think the tuition-fee level is only one part of the question, and the second part is the support to accessibility through the student assistance fund plan. I know there will be some further questions on that whole area in estimates and I look forward to those questions.

I would like to be able to provide the committee with information about the student debt load, which was a question raised in the House. We could perhaps get into some specifics, but I just indicate that 51 per cent of students—and only a third of our university and college students are involved in the Ontario student assistance program—who do have loans have debts of \$5,000 or less after they have finished their post-secondary education.

I think it is of importance, given my response in the House yesterday to the emphasis that the Ontario government has put on grant support rather than loan support, to look at some of the facts in relationship to the support of sole-support parents. They have increased in their participation rates in the student assistance plan by some 4.2 per cent, but their loans have decreased by 6.6 per cent, while the support they receive in grants has increased by 39.4 per cent.

I am prepared to reiterate in a general way my belief that we have made some significant improvements in the Ontario student assistance plan support and that that is a part of our commitment to accessibility.

You raised some very challenging issues in relationship to the student assistance plan, to some of the questions of access to the plan and to the levels of support. Those are all questions which we review on a regular basis because we do indeed take them very seriously, but nevertheless I believe we are making important gains.

I did want to spend a little bit of time on the question that Mr. Johnston raised yesterday about branch plants in Ontario, but perhaps I will

leave that for my general remarks and suggest that we will come back to it, because Mr. Jackson raised it as well. To touch, perhaps a little bit more briefly, on some of the issues that were raised by Mrs. Cunningham yesterday, and indirectly in responding to Mr. Johnston, I think I have probably also touched on a number of the issues which Mrs. Cunningham raised.

I recognize the fact that it has been suggested both by Mrs. Cunningham and by Mr. Jackson today that it is important that we have a very constructive focus. I welcome that. I look forward to looking at the future progress that we can make. But I must take the luxury for a moment of just expressing a certain degree of frustration I feel at the number of reports that are issued that address the rate of increase in funding support, particularly to our universities, because all of those reports reference the year 1975. While I do not want to spend a lot of time looking back and would much prefer to have a future focus, I do want to take just a minute to clarify for some of the committee members one of the reasons I feel so frustrated by this.

If I can just take a moment, a particular part of this—again, the Council of Ontario Universities' report, which Mrs. Cunningham introduced again today—is a statement in that report that indicates the kind of dilemma that I think this government faced when it took office.

"In the early 1970s, a capital construction freeze was imposed, making it difficult, if not impossible, for Ontario universities to construct new buildings. Provincial government operating grants failed to keep pace with either enrolment growth or inflation. By the beginning of the 1980s, provincial operating grants per student enrolled were the lowest in Canada. This situation continued through the first half of the decade. Between 1970-71 and 1984-85," and I would ask you to note the final year that is referenced in this report, "government operating grants per student at Ontario universities dropped by about 25 per cent in constant dollar terms."

Mr. Chairman: What were you quoting from?

Hon. Mrs. McLeod: That is the Council of Ontario Universities' most recent report—Financing Universities in North America: Can Ontario Compete?—which is the report that all three of the critics have made reference to. I think it is important, as we make references to some parts of the report, that we also draw out other aspects of that report which I think are relevant.

I say that just to introduce, as I suggest, the degree of frustration, which sometimes we have

in wanting to deal with figures which quote changes from 1975, as opposed to being able to look at some of the very real changes that I believe have been introduced since this government took office.

Mrs. Cunningham: I am surprised you would have looked at statements from 1975 and attributed them to anything I might have said. I do not know when I would have stated it, except in a total context of where we were at, only to make the point that I am not interested in looking back either.

The reality, I think, of looking at figures in the early 1970s, as you and I both know, is that this province was in the position of almost tending towards a depression. In education across the province, not only did we look at numbers of students that were in decline, as we moved on into the 1970s, but ways of dealing with that.

I am very much aware of the reality in our own tables and in this particular document. We are looking at the years 1979-80 on up to 1986-87. We do not always like what we see, but I bet we could talk about the economy relating directly to some of the reasons for the low support numbers. I guess the underlying fact that I am stating now is that we have been in more booming times. If we are going to get percentages of dollars that students are paying in their summer jobs and young student graduates are paying in their summer jobs back to this province, I think it is to support an extremely well educated society and I therefore would say that I am here to get the best kind of support I can get for people who want to be well educated.

1700

The Americans are doing a better job, and I would take exception to your analogy there to public and private universities. I will not take the time now, but if you take a look at the report, it talks very distinctly about private universities and public universities being separated out, the kinds of dollar support and the federal grants some 90 per cent higher in the United States than in Ontario. Quite frankly, the state grants, or however you want to look at it, are some 35 per cent higher than the provincial grants here. It does not matter which way you want to look at it.

If you want to look at it federally, we are not supporting our universities, and if you want to look at it provincially, we are not supporting our universities to the extent they do in both the private and the public universities in America.

It does not matter what way you look at it, we are not doing it. Blame us, the province, or blame the feds, it does not matter; we are just not doing

it. That is the point I was trying to make yesterday.

Hon. Mrs. McLeod: I am fully appreciative of the point, which is why I felt some need to respond by suggesting that, in fact, there are two very different value systems operative and that I think we have made a very strong commitment to providing for excellence and accessibility within a publicly funded system, and that presents some particularly unique challenges that I think we have to recognize when we are drawing comparisons between Ontario or other Canadian institutions and American institutions.

Let me also reiterate my recognition of the fact that you clearly indicated yesterday that you wanted to have a focus on the future, to not look back on the past, and to make progress, which is why I was almost apologetic in introducing that particular part of the Council of Ontario Universities' report. I introduced it only because I do in fact sometimes become frustrated that we must continuously look back at 1975, rather than pick up on a period at which we began to make what I believe to be some very real progress.

Let me finish, Mr. Chairman, because I am conscious of time and I am not deliberately trying to avoid getting into a line-by-line analysis of our estimates.

The other comment that Mrs. Cunningham made yesterday that I felt a need to respond to very briefly was a suggestion of a government or ministry, my ministry particularly, being either insensitive to students or confrontational in its approach to post-secondary education institutions. I guess that makes me somewhat uncomfortable, first of all because I think one of my focuses as minister—and I certainly know there has been a focus of the deputy, and I believe it is a fairly pervasive orientation within the ministry itself—has been to be in very direct communication with our institutions and with the constituent groups within our institutions.

I personally have visited almost all the post-secondary campuses, as I know our deputy has. I meet regularly with the Ontario Federation of Students, regularly with the Council of Ontario Universities, as regularly as possible with college constituent groups and as frequently as is possible with virtually every other constituent group in the post-secondary community.

Not only do we have those meetings, but I think we have a record of having not only met with them and listened to them, but having heard the kinds of concerns they have raised and having addressed them. I simply want to touch on one or two of those.

Last spring, all the groups we met with said the issue of accessibility is a potential crisis. "We have a very large number of applicants and we had a very large number of applicants last year. We need some support if we are to respond to this." In turn the government made a commitment of \$88 million. The university community said to us, "We have significant space problems." On the capital grants, although we believe that we again have made some very large increases in our support for the longer-term capital needs of the university and college system, quite clearly those buildings are not going to be in place on September 1.

Our response for that was to provide an additional \$10 million per year in temporary accommodation money so that we could have some additional space provided as of September 1 of this year. The universities were sufficiently appreciative of that response that they in turn responded very quickly with plans to utilize those funds.

Last winter, in the course of my meetings with universities, I heard one of the concerns being, "Accessibility money is good support, but we are not sure that it provides continuing support, and because we are not sure that it provides continuing support, we are not sure that we can in turn use it to hire the faculty, which will reduce the faculty-student ratios," which was an issue raised by all the critics.

Our response to that was to say, "We appreciate the concern that if the accessibility funding provided by government is not seen to be continuing, it makes it difficult to use that fund for long-term planning." There is a statement in the last budget which indicates that the \$88 million provided to support new growth will become part of the base funding of the universities. That was a very direct response to a concern that we heard the university communities raising.

We met very frequently with people from our French-speaking community who said to us, "We believe there is a different model that you should be looking at, that you should be prepared to extend the models for which you provide French-language services in the post-secondary sector." We have already talked today about our response to that concern.

Mr. R. F. Johnston: Do I understand that you are now suggesting that you look at a different model at the university level as well?

Hon. Mrs. McLeod: I am saying that we have taken a first step in addressing that concern. It was a concern that was expressed.

Mr. R. F. Johnston: You are looking at a model at the college level. You are not looking at a university model.

Hon. Mrs. McLeod: We have not at this point. We have taken a first step in looking at a model at the college level.

Mr. R. F. Johnston: That is what you said about the post-secondary level.

Hon. Mrs. McLeod: We are expressing a concern about post-secondary and our response to it was to look at our policy in relationship to the provision of French-language services at the college level, my point being that we heard a concern and we have begun to address that concern. Certainly, as you are aware, we heard a concern from college students about residences and we have examined that policy and announced changes in that policy.

We heard concerns about the debt load from students and we introduced the interest-relief program as well as enhancing the Ontario student assistance program. Again, those are just some examples in which I truly believe that we have not only met with constituent groups in the post-secondary community, but have listened and have responded to the very real concerns that they have expressed to us.

Mrs. Cunningham: Just to be specific: Last week, as you know, the university lobby was down here and we spoke to a number of students. I am sure you did yourself. Their main complaint was to do with student housing, and I suppose the interjection by the Premier with regard to the local bylaws that have some kind of limit as to number of students in homes, which he said he would respond to, and he has not. I should tell you that that was in March. If one is not going to respond, maybe one should say so. That was one of their great concerns.

The second one was the extremely crowded classrooms. A number of us have seen the pictures of the students in at least three or four of the universities across the province. I mentioned that one yesterday.

It is one thing to listen and it is something else to act. On the housing, I have a great deal of sympathy because I think that it is almost a crisis situation, certainly here in Toronto, and somewhat at the University of Western Ontario, although they have tried to come up with some alternatives. They see the beginning as not affecting them, otherwise the students who are there now will spend their three or four years at the universities and will not benefit from any changes that the ministry is making now. That is

not new, but they see that as being something where they have not been listened to.

Those are the two instances that a number of the students raised separately and individually as being where they were not listened to, and they did specifically say by the government.

Hon. Mrs. McLeod: I have, however, certainly understood students to be appreciative of the government's move to provide support to the building of new residence beds, although yes, the students who are there today, in today's classrooms, will not benefit from those particular residence beds, but they welcome the fact that for the first time in 20 years, the government has provided some support to the creation of a large number of new residence beds.

I also believe that there was a genuine welcoming of the temporary accommodation capital funds which were provided in very direct response to the concern about crowded classrooms and which did allow the universities to have additional classroom space available as of September 1 of this year.

I am beginning to repeat myself and I will just mention two or three other areas and not dwell on them, because you raised the issue of tripartite co-operation, and I do want to assure you that there are a number of areas in which there is ongoing tripartite communication between the Ministry of Skills Development, the Ministry of Colleges and Universities and the Ministry of Education, both in a general way and on specific issues.

I notice that you raise the question of the Ontario Institute for Studies in Education, and we can perhaps get into that in more detail later. Quite clearly there was an agreement reached and announced last week. It would seem to me as though that question was answered in the nature of the agreement that was reached, and again we can pursue that in greater detail at a later point, if you would like to.

1710

I want to just conclude in two ways because yesterday Mrs. Cunningham did call on us to be consultative, and I could not agree more on the importance of consultation and the importance of building collaborative relationships, which is why I was so anxious to indicate that in fact we have taken that kind of a focus over the past year in this ministry and why I want to re-emphasize the focus of the Vision 2000 review in the college system which is very highly consultative, highly collaborative, and which will be going out into communities of this province to talk to people

about their vision of the college system into the next decade and beyond.

I would also like to just touch on the second initiative of the Premier's Council which may be of interest to this committee because the Premier's Council is going to be looking at education and training needs into the future and the process of examining that question is itself again going to be a highly consultative process. The Premier's Council, as a body, is a rather unique collaborative group, but the study of this particular issue of education and training needs in the future will be carried out in a highly consultative way, and, of course, my own feeling is that in our conference last week we were able to take a step to bringing people together.

Finally, I would just like to mention the fact that so many concerns have been raised by all three critics over the course of yesterday and today, and the fact that I do very much appreciate the kinds of challenges which people recognize this government faces and that we try to address. Mr. R. F. Johnston particularly yesterday challenged us as a Liberal government, and I want to respond in the same kind because there is no question in my mind that as a Liberal government we are committed to social reform in a whole host of areas and certainly in post-secondary education, and that as a Liberal government we do indeed want to do even more than we have been able to do to enhance excellence and accessibility and relevance.

I would also suggest my belief that because indeed we are a Liberal government that we are also conscious of the need for balance, and to find that balance it is absolutely essential that we manage our reform agenda within a context of financial responsibility. If we fail to do this, not just in post-secondary education but across all the ministries, we will be unable, in the future, to support the social programs that we all believe in.

So, in my mind, we are setting goals and those goals represent the ideals that we want to achieve. I believe that we move towards them incrementally, sometimes in very large steps and sometimes in smaller steps, but that always, I believe, in our ministry we are moving in a direction which is consistent with those goals. We are, I think, committed to managing change so that we can make measured, but truly sustainable, progress.

With those introductory responses, Mr. Chairman, I will conclude and look forward to the ongoing debate.

Mr. R. F. Johnston: Does that mean that the minister feels that to give any more money in any

area would have been irresponsible, fiscally irresponsible? Is that what you are saying?

Hon. Mrs. McLeod: I feel that all the funding that we have been able to provide—

Mr. R. F. Johnston: I think that is what I just understood. That is all you could give. There is no doubt about it. Anything else would have been fiscally irresponsible.

Mr. Chairman: Thank you, Madam Minister, for your responses. I think it was a very interesting exchange that occurred.

At this time, I would like to pose to the committee, seeking direction on the allocation of the balance of our time for Colleges and Universities estimates. We have four votes in the estimates book, and we are on the first vote, ministry administration program, vote 701. In the past, committees have had, and indeed the rules spell out, alternatives of going through vote by vote and keeping discussion to the votes, or stacking the votes at the end.

If we were to allocate the time and could give some indication of the approximate amount of time for each of the votes, then perhaps it might make it easier for the minister and the deputy to allocate which staff should be here for what day, as we go line by line. There is a lot of staff sitting there waiting to be called upon if necessary. Their time, I am sure, is very valuable, as well. The first question would be: Do we wish to continue with a general discussion and for how long, and when do you wish to get to the line by line?

Mr. R. F. Johnston: It is hard to tell on timing here because, as you know, the tradition under the main office vote is to be able to cover a range of issues and not necessarily feel constrained. It is always difficult to tell how long that is going to take. Members, knowing they will not be here at a later time, would like to get in on some questions. So while the main office vote is on, it is very difficult for us to say to the minister which staff should not be here because at any time any of the areas might be raised.

Following that, I would be happy to deal with them in sequence and each one of them will take a fair length of time. As I said yesterday, in terms of the procedures, I wanted to wait until Mr. Jackson was here to see what his wishes are but I am quite flexible on how we divvy up the time. I will try to deal with some things in main office if I think we are not going to have enough time to deal with them under the sections.

Mr. Chairman: After today's session, we have about nine hours left. That will give us some idea of the time.

Mr. Jackson: did you have any suggestion on how we should proceed at this time?

Mr. Jackson: No, we can go by panel but sometimes we have done estimates where we reserve all the votes so it is implicit that we could go back to an item if we wished, but we would not necessarily require staff to be marshalled here in order for the minister and the deputy to respond to a question we may go back to. I am not a fan of dealing with a line item and then voting it off and then having to get unanimous support to reopen it for purposes of even a minor discussion.

Mr. Chairman: Mr. Beer, did you have a suggestion?

Mr. Beer: As I said yesterday, we would be agreeable to having the votes at the end. I do not think that would cause a problem.

Mr. Chairman: What I am hearing then as a consensus is that we would go through the discussion in this order and try to stick to the matter before us, but we would hold the votes off until the end which would allow members the flexibility to go back if they wanted to. Is that agreeable?

Mr. R. F. Johnston: There seems to be a consensus on that. Then there is really no reason to put a time allocation on any section except to remind us from time to time—

Mr. Chairman: That we should be moving on.

Mr. R. F. Johnston: —how far we have gone along because the possibility to jump would be there.

Mr. Chairman: Do you see a need to carry on with vote 701 beyond today?

Mr. R. F. Johnston: That will be difficult to tell. I think there are a number of people who have been champing at the bit to get in. They might well want to do it on main office as well. Why do we not try to make a little judgement as we get to the end of the day as to how much time we might need, in general, later on?

Mr. Chairman: Okay.

Mr. R. F. Johnston: I would like to ask a couple of questions on main office, if I might. We will just get an ordinary list for rotation?

Mr. Chairman: Yes, we will go on rotation now, starting with Mr. Johnston.

Mr. Jackson: I thought the understanding was there would be some limited accommodation for the Liberal members to get some comments in, if at all, in terms of the exchange that we have just

gone through. I thought that was the understanding.

Mr. Chairman: Okay. That is fine. We will take a couple of comments over here and then go to Mr. Johnston.

Mr. Daigeler: More than a couple of comments. I take exception to the fact that we just have limited time. I am quite serious; I see my role here as an opportunity to participate in the ongoing development of colleges and universities in the system and we do not get that many opportunities in the House either to ask these kinds of questions.

Mr. Chairman: If you could just—

Mr. Jackson: I am sure caucus is even worse.

Mr. Chairman: I am attempting to follow the rules and the rules, as laid out in standing orders of the Legislative Assembly say, "Latitude shall be permitted to opposition critics on the first item of the first vote of each set of estimates and thereafter members shall"—

Mr. Daigeler: Which is quite correct. I have no problems with that but I think we should also have an opportunity to make some general remarks and perhaps ask some general questions of the minister.

Mr. Chairman: Yes.

Mr. Daigeler: Before we go to the line items, I would like—

Mr. Chairman: We are not going to line items. We are still on the general and I was going to go in rotation from this point on.

Mr. R. F. Johnston: Let's be specific about where we are. We have had opening statements at this point and we are now moving to a discussion on vote 701. That is what we are doing and on that item.

Interjections.

Mr. R. F. Johnston: Any member can raise any matter that he or she wishes to raise, but what we have just had is the usual system which is opening remarks by each of the critics, a mild exchange, usually not too prolonged at that stage, and then we go into vote 701 and away we go.

This is your chance to do it. We should just go on a rotation basis and get people in as they will on this, but the normal approach at this stage would be to start with the critic for the official opposition, then the third party and then go to a government member now that we are on a vote item. That would be the normal way we proceed.

Mr. Chairman: Is that agreeable? Okay. I will recognize Mr. Johnston first.

Vote 701, university administration program; item 1, main office:

Mr. R. F. Johnston: I will just deal with one item and then allow it to go. I would like to keep coming back on the list if I might. I will just deal with one item at a time and then come back on the list so that people can get themselves in because I have a number of matters I would like to raise in this area.

The first one I want to raise is the whole question of the increase in money to main office in comparison with the increase in any other section of the budget. I realize there is an explanation for this amount which is—

I have trouble finding the page.

I apologize, that is not the area I wanted to raise that under. Let me instead then ask the question around this use of language again, to deal with language.

You may not think that the language you are using about consumers and customers, as other people use it, is dangerous, but let me just let you know who you are linking yourself with when you do this, besides the Michael Adamses of the world, who are more than provocative in my view. I gather from people who were there that he virtually said, "You need marketing and here is my business card," as I understand his approach to this whole thing.

I draw to your attention the Financial Post article by Michael Walker. The other day I noticed some connection between a member of the Liberal caucus and Michael Walker's views on minimum wage and the difficulties on the economy if we were to raise the minimum wage. I just ask you, as he starts to talk about his rationale for tuition fees and the rates, whether you have any identification with this? I hope you will disown it—that is what I am basically after—and say, "No, no, not me; not my ministry."

He basically asserts that one of the reasons for increasing tuition fees and increasing the rates—that is the percentage that students pay—is that a student graduating from a university was likely to earn \$54,000 versus \$32,000, by an average family. As he puts it: "Since it is university graduates who will primarily benefit from their higher education, there seems little reason to impose the cost of their education on the broad base of taxpayers whose median income is considerably less than the level that will be enjoyed by the college graduates. Increase tuition fees instead." That is his line. He is a

person who talks about customers, clients and commodities a great deal when he talks about education, as does Mr. Kenneth Baker, Secretary of State for Education and Science in the United States.

He has a notion I wanted to ask you about, besides suggesting that universities should be getting more money from their alumni and private sources. I am wondering where we are going in that kind of direction. He also states: "If the state were to increase the purchasing power of the home student and reduce correspondingly block grants to institutions, there could be a double benefit. The efforts would be better tuned to what your students want and the balance of power would shift towards the individual consumer and away from the centre."

These are the kinds of people who are using the language that you find inoffensive in discussing the future of our universities. I wonder if you want to ally yourself with the Fraser Institute and the Reagan-Bush administration—I shudder to think about it—or whether you wish to make it clear that this is not part of the Liberal reform agenda in Ontario.

Hon. Mrs. McLeod: That is about as provocative a statement as you could make.

As I listen to that emphasis on the power of the consumer, what I hear in that, and obviously I am thinking about it as you read it, is the power of the consumer who has the purchasing power.

That is clearly not my interpretation of a consumer response to the kind of challenges that I believe both Mr. Adams and Mr. Ezrin were offering last week, which was to look at the client as a consumer, the client as being someone whose needs we must respond to. For me, that is a very different interpretation from the suggestion you have just read, which is that we should allow the consumer who has the purchasing power access to the educational opportunities.

Obviously, if that is an interpretation of what we mean by "consumer," that is in direct opposition to everything we believe about accessibility and providing equality of access to opportunity. So yes, if that is the interpretation, then quite clearly I would disown it as being consistent with any policy direction this government has taken.

We are extremely concerned about this issue of access and providing equality of opportunity. Quite clearly, our ability to allow people that point of entry has to be a focal point. It is not that question of whether or not there is greater gain at the end; what we need to be looking at is that question of whether or not there is equal access at

the point of entry, given the qualifications, quite clearly, for the particular roles.

Mr. R. F. Johnston: I would also still think society gains by having people go to university. Because you did not answer this specifically in your remarks, what do you think is the appropriate percentage of the costs of education at the university level that the students should be bearing as tuition?

As I indicated to you, you do not like to look back. I think there are wonderful reasons for looking back, in both embarrassing previous governments and also in terms of measuring where we are going in the future. We should learn from history. We are now four percentage points higher under your administration than we were in the mid-1970s for what we are demanding of the student in terms of the carrying costs of his education. There has not been a major change in that percentage since the Liberal government came to power.

I know you see this as part of a group of other issues and we will get into those issues that are involved, but as a benchmark, it seems to me to be something which in policy terms you should be coming to grips with. I guess I want to know whether you have a goal to get back to something like that 14 per cent that it used to be in the 1970s, whether you think the 18 per cent for student loans, a sort of welfare kind of notion of it, is the approach you want to take as a Liberal government, or where you think you are going to go.

Hon. Mrs. McLeod: In fact, I think I did attempt to answer that in my response. What you are perhaps suggesting is that you would like me to be more categorical in my response to your question than I can really be. My response to the issue when you raised it earlier was that there are really only two nonarbitrary positions, one being paying the full cost and one being paying no portion of the cost at all. For anything in between that, there is a certain degree of arbitrariness to it.

Having said that, then how do you determine what is the legitimate portion a student can pay? I think you have to look for other kinds of indicators of whether the current policy is one that is a legitimate position if you believe in ensuring that there is access to educational opportunity. One of the measures we have of that is the extent to which we are clearly encouraging students to come into post-secondary education. I think that is a legitimate indicator.

Mr. R. F. Johnston: I cannot believe you would argue that the reason students are going to university today is that they only have to pay 18 per cent of the cost. That is not why they are

going. They are being driven by other desires, in terms of being able to participate in our society in the future.

When Quebec lowered its percentage of the carrying cost for students dramatically in the mid-1970s, way below where we are, it had an enormous influx of students at that time, well before our influx of students started to take place, even though it was working from a smaller base than we are. I understand all that.

You surely are not arguing that from a Liberal government's perspective, as long as it does not seem to be impeding the middle class from going to universities, 18 per cent is not bad and maybe we can get away with 22 per cent or whatever, when a number of years ago, under a Tory regime, if one can believe it, they only had a 14 per cent carrying cost.

1730

Hon. Mrs. McLeod: Which we have to relate to overall funding of the system at that particular point in time and to a number of the other factors Mrs. Cunningham suggested we would need to look at if we were to go back and analyse the historical data. I was not suggesting we do that.

Mr. R. F. Johnston: We can go back and do those things quite easily.

Hon. Mrs. McLeod: I also very much want to correct any impression that we are talking about access to post-secondary education for the middle class, because I think you know well that would not be my particular philosophy or the philosophy of this government.

Mr. R. F. Johnston: But who goes?

Hon. Mrs. McLeod: I suggested as well in my earlier comments that we cannot look at the question of the percentage students are paying of the cost of university without looking at the second part of the question, which is the extent to which we provide student assistance to students for whom whatever per cent is being levied is a barrier to access. That is why it is so critical that we look at the whole question of student assistance at the same time as we look at tuition fees.

Mr. R. F. Johnston: Do you have any figures at all that indicate that the increased number of people going to universities, this large increase we have had, is anything more than an expanded number of middle class kids going to universities? There is a small increase in lower income families, but it is mostly all—is it not? Are you going to deny that it is the middle class which is a part of this new group?

Hon. Mrs. McLeod: Again, we can struggle with definitions and how we fit statistical evidence to definitions, but I might offer the fact that 66 per cent of students who do receive student assistance are from families whose income is \$20,000 or less. I am not sure we would define that as being a family in a middle class income bracket, however you might want to define it.

Mr. R. F. Johnston: It depends which ministry you are dealing with. The Ministry of Community and Social Services would.

Mr. Jackson: I am interested in page 13. Perhaps the minister could expand on the line item of salaries from the 1987-88 actuals to the 1988-89 estimates.

Hon. Mrs. McLeod: Yes, I can. If I err in any way in the actual numbers I am using, I will ask the deputy minister or other staff to add to this.

There are obviously salary adjustments included in that figure, which are calculated according to standard formulae. There are also increases in the number of staff and in the creation of the office of a new minister and a new parliamentary assistant. I believe that in that particular line item there are also increases in staff in French-language services. That is in the same item we are addressing right now. We can give you some specific numbers.

Mr. Jackson: It is customary, when you go from \$500,000 to over \$1 million, that we get a little more thorough analysis. What we normally request is copies of the changes in staff complement by position and salary, because there is no linear comparison here in terms of what has happened.

Also, what would be helpful is, what costs are associated with the change in the office? Is it because the parliamentary assistant moved out and a new one moved in? Did the previous parliamentary assistant not have any staff, but this one wishes to have staff?

Hon. Mrs. McLeod: It is an entirely new ministry, of course, the separation of the Minister of Colleges and Universities and the Minister of Skills Development. There was the creation of a new office entirely, both for the minister and for the parliamentary assistant to the minister.

Mr. Jackson: Both Mr. Johnston and I have been critics for these areas for the last three years. We had a full-time Minister of Colleges and Universities with a part-time Minister of Skills Development. I heard that with Skills Development, but I would like you to be more specific.

When you say you created a new office, there was a physical office. There was a deputy minister who actually existed, who was adjacent to that office. When you refer to the creation of an office, did they add a floor to the building? I am trying to get an understanding of going from \$500,000 to over \$1 million.

Dr. Brzustowski: As I understand it, the Ministry of Skills Development paid for the office of the minister who was at one time the Minister of Colleges and Universities and of Skills Development. There was a Deputy Minister of Colleges and Universities, but we are talking here about the minister's office and that of the parliamentary assistant. They were not paid out of the MCU budget before this.

Mr. Jackson: I would like to have a look at that, but my request still stands. Perhaps we can have the minister's staff prepare documentation to demonstrate the transition from Mr. Sorbara to the present minister and its implications here. Quite frankly, I would like a more detailed analysis of those numbers that were costed out by Colleges and Universities and charged against Skills Development during the last two years. I applaud the notion that we have a separate minister who is full-time, but that does not square with what was conveyed to us in terms of the lead ministry being Skills Development as opposed to Colleges and Universities.

Hon. Mrs. McLeod: We can certainly provide any information that is expected of the committee within what is reasonably available on a reasonable working time for our staff. Is there a concern in terms of how quickly we can provide that information?

Mr. Chairman: What I hear Mr. Jackson asking for is a detailed explanation of the jump from 1987-88 to 1988-89.

Mr. Jackson: Yes, because when we were doing Skills Development, it was not suggested that there was extensive costing in of that ministry to those estimates. I would like to see where the real variance is. I will square your information with what was told to us in the last estimates of Skills Development. We did two sets of Skills Development estimates in the last two years. I would like to know the degree to which this accounting has gone on between the two ministries. The Ministry of Skills Development has run out of money. If you are telling me you have picked up \$500,000 on salaries and perhaps as much as \$350,000 in services, and I look at several other panels here, it raises some serious questions for the Minister of Skills

Development (Mr. Curling) in terms of how he has been operating, now that he has been relieved of all these costings.

Hon. Mrs. McLeod: First of all, let me correct any impression that the entire line estimate is for the minister and parliamentary assistant's offices.

Mr. Jackson: I realize that. We are talking about a larger staff complement of 12 here. Correct?

Hon. Mrs. McLeod: In terms of the impact of the minister's and parliamentary assistant's office only, yes. That is not the full explanation of that line item.

Mr. Jackson: I know that is not the full explanation.

Hon. Mrs. McLeod: So you are looking for an explanation specifically of the costing for the creation of the office of the Minister of Colleges and Universities and the parliamentary assistant to the Minister of Colleges and Universities, and how that in fact was transposed from previous estimates of the two ministries?

Mr. Jackson: Let me make it real simple. I would like a breakdown of all those 12 individuals. I would like to know how many were being costed a year ago, which is not shown here, except that we have a figure of \$500,000 going to \$1 million. I would like to know what the figure looked like a year ago, and what positions and the salary ranges for those positions. I do not need to have names, just positions. It is a request we made of Skills Development. They were able to provide that in a 24-hour turnaround. If you need the balance of the week, that is not a big problem.

Then I would like someone to explain to me that portion which was previously costed by Skills Development, which now apparently is being costed against you. I understand there was a parliamentary assistant's and a minister's salary that was paid. I understood that that was costed against the Ministry of Colleges and Universities. You are now telling me it was not. I would like to further investigate that. Again, you have already said that you may not have all the accurate details. You have been told that. I would like the deputy to provide sufficient proof of that.

Hon. Mrs. McLeod: We will provide that. It is specifically the accounting of that part of that line item.

Mr. Jackson: No, I want the whole panel. I just said that. You were asking me to be that specific.

Hon. Mrs. McLeod: That is not all that is included in one line item.

Mr. Jackson: The authorized complement of 12, which is set out on page 12 and page 13. My second question has to do with the parliamentary assistant.

Mr. Chairman: Could we move on rotation and leave your second question to the next round?

Mr. Jackson: Is that the methodology then? You take one question and then you go in rotation?

Mr. Chairman: I took a question and a couple of supplementaries from Mr. Johnston, then a question and I take it the last two or three were supplementaries.

1740

Mr. Jackson: No, they were clarifications, but that is fine. We are going to go—okay.

Mr. Chairman: I will move to Mr. Daigeler then.

Mr. Daigeler: Although I have some questions on the line items as well—

Mr. Jackson: You only get one.

Mr. Daigeler: —I would like to make some general remarks or ask some general questions. First of all, I was rather pleased to note that the increase in students from other countries has been quite substantial. I never understood why for a while there was some tendency not to admit them into this province. I would like to know where these students are coming from. Is there some sort of breakdown to let us know whether they are mostly United States students or where they are from?

The second item: Not too long ago, the Council of Ontario Universities held a meeting in my riding with students from high school, and somewhat to my surprise the main question, practically the only question, was the admission criteria and how perhaps they could be more equalized across the province. Of course, there was quite a bit of discussion about the admission tests that may be administered by the universities themselves. I would like to get some feedback from the minister on that item.

I was rather interested to hear the comments about the metamorphosis that is taking place, the very significant changes at the university level. Quite frankly, I have not perceived that to that extent, and I look forward to finding out more about this.

There is, however, a change that I think will be coming relatively soon. It is already being spoken about in the housing industry, and that is the downturn in the baby-boom curve. I am wondering whether there are presently some

investigations within your ministry looking at the probably dramatic impact of that downturn. In other words, we will have quite a few fewer students in perhaps five to six years. How will that impact the system.

Finally, a concern I have, which is perhaps the greatest one, is that at the college level, enrolment is practically stagnant. Especially in view of the fact that we have a very severe shortage in terms of skilled labour, and that we had immigrants who traditionally filled these spots and they are no longer coming, I am very concerned that at the college level there does not seem to be the interest, it appears, on the side of the students to enter that kind of education, which I think could be very important for an active economy in this country. I would like to have some comments on that as well.

Hon. Mrs. McLeod: Is it appropriate for me to respond to those questions now, Mr. Chairman?

Mr. Chairman: Yes.

Hon. Mrs. McLeod: I will attempt to be very brief, although you have raised issues that are obviously of real concern.

Let me start first with the baby boom curve question. We are in fact carrying out a study that will attempt to project future enrolment in the university sector. But of course there is quite a different factor in the post-secondary sector than there is in the elementary schools or the secondary schools up until the end of compulsory schooling age. It is not a direct correlation between the number of children who are in the population and the number of children you would expect to find in the classroom.

As we look at the enrolment in our university sector in the past two years, it is a somewhat unexpected increase. There was a change in the high school curriculum that produced about two to three per cent of this year's current enrolment application increase. What we see beyond that is a real increase in participation, and that is a very difficult factor to predict on any sort of definitive basis. We are, as I say, trying to do an enrolment study that will give us some sense of what we might expect, but I think there will always be fluctuations due to a variety of factors.

Enrolment in the colleges is certainly of some concern, except that, again, it is a very fluctuating situation by program and by region. One of the concerns we have is that students are not choosing many of the technology fields in which there are very good job opportunities and in which we need skilled people. That is a question that is being looked at in a joint way with the

Ministry of Education, as to whether or not there needs to be a different emphasis on counselling in the high schools, making people aware of the fuller range of options that are available to students and also looking at women's choices of nontraditional roles, because, of course, as we increase the number of women in post-secondary education programs, if women are not choosing the less traditional roles, we are going to see a decreasing number of people overall in some of those fields.

The other one you have touched on is the admission requirements. The admission requirements for the universities are fairly clearly defined—it was a secondary school honours diploma; it will now be six Ontario academic credits. I am aware, as you are, that there has been some discussion in the media about whether or not the universities would ever consider an admission test. That is not a proposal that has been made in a formal way, either collectively by the universities or by individual universities. They are responsible for their own determination about admissions. But I think one of the things the universities will be anxious to see is the development of the Ontario academic credits and the impact of the Ontario academic credits upon the admission qualifications of students coming into the university system.

The deputy has just handed me a note about the joint ministry study. Perhaps he would like to comment.

Mr. Chairman: What is the name of the study?

Dr. Brzustowski: There are a pair of studies going on regarding the questions that have been raised, the whole question of trying to predict the demand for the colleges and the universities.

There is a demand study which is being launched which involves the Council of Ontario Universities, the Committee of College Presidents, the Ontario Council on University Affairs, the Council of Regents and the ministry. That is a major study trying to address those very questions.

Mr. Daigeler: That is presently under way?

Dr. Brzustowski: It is just starting. We are at the stage of writing up request-for-proposal deadlines and so on. The study has been defined, and the terms of reference have been nailed down. There is a steering committee involving all these groups.

The study of the declining enrolment in technology programs in the colleges of applied arts and technology is a separate study on which a consultant is now at work.

We are very conscious of needing more information in these areas.

Mr. Daigeler: Perhaps on the international students, you can give me those figures at some other time.

Hon. Mrs. McLeod: Yes. We would probably have fairly firm figures on last year's international student enrolment, but it will be into November before we have final figures on this year's enrolments in the system.

Mr. Daigeler: What I am interested in is just where they are coming from; you can give that to me any time.

Hon. Mrs. McLeod: We can, if you like, Mr. Chairman, take the time to give last year's information at this point in time.

Mr. Chairman: If you could print it up and circulate it the next time we meet, we would all be interested in it.

Hon. Mrs. McLeod: If you would prefer that. Otherwise, there is a large number of numbers which I would be reading into the record. If you would prefer, we can duplicate these.

Mr. R. F. Johnston: Why do you not give us an indication of the numbers?

Hon. Mrs. McLeod: We are looking at figures for 1987-88. The largest number of students at the full-time undergraduate level would have been from Hong Kong. That is a significantly larger component than from any other country.

Dr. Brzustowski: The next largest group is from the United States, which is about a factor of eight smaller.

Hon. Mrs. McLeod: Would you like the actual numbers on that?

Mr. Daigeler: You can do that tomorrow.

Hon. Mrs. McLeod: Sure.

Mr. Chairman: If the committee has no objections to a supplementary to that, I would like to know what programs are available to assist overseas students in paying for the very high tuition fees that they are charged. I know there are some students who receive Commonwealth scholarships and those kinds of things to assist them in paying the higher tuition fees that many of them are charged.

Hon. Mrs. McLeod: You are quite right; we do have a differential fee for international students. We waive that for students who are here on a number of Canadian support programs. We also waive differential fees for 1,000 graduate students in Ontario universities.

1750

Mr. Chairman: I would be interested in getting the details Mr. Daigeler has asked for in a breakdown of the two categories, those who pay their full way and those who are subsidized, and what countries those two groups come from.

Hon. Mrs. McLeod: Is that information available?

Mr. Chairman: I do not mean at the moment. Perhaps you could get that at some point.

Dr. Brzustowski: We may have trouble with regard to graduate students who have been exempted through the universities.

Mr. Chairman: You do not have statistics on that just yet?

Dr. Brzustowski: We have not got that just yet. We have the other numbers; we have those here.

Mr. Chairman: It is 5:50 p.m. Mr. Johnston, do you wish to continue?

Mr. R. F. Johnston: This follows from a question that Mr. Daigeler was asking, around accessibility. Little has been said about the effect of the admission standards for a number of the universities at this point.

When I was at Jarvis Collegiate Institute, with the same kind of grouping that he was talking about being in the Ottawa area, with the Council of Ontario Universities, I indicated that if I were trying to go to university at this stage, with my grade 13 marks, it would be very unlikely that any of them would have accepted me with 68 per cent, or whatever it was at time—I have tried to block it out of my head.

I have basically said Trent University picked me up as a local boy, and then, even with all their help, all I could become was a politician and be doomed to a life of ignominy. There are others who went to Trent and had the same fate, come to think of it. But she can raise her own difficulties there.

The matter of how access to institutions, certainly institutions of first choice by students, is being determined by increasing standards for entrance qualification is one that I think deserves an awful lot of study and investigation.

I wonder what you can tell us or what you know about the range of requirements that are there presently in the universities of Ontario for various courses that students would like to take. It is continually the line from government that, "You may not get your first choice, but you'll get your second or third." But when I start to hear anecdotally about entrance requirements of 75 per cent or 78 per cent, and higher for some

courses, I really wonder what effect this is having on accessibility.

As minister, what do you have in the way of information that you can share with us about the actual requirements that are being used at the various universities?

Hon. Mrs. McLeod: Just before I let the deputy respond in terms of very specific figures that we might be able to provide, I thought it was interesting anecdotally, when we looked at the increase in applicants last year and looked at their first-choice options, to recognize that a large number of students, by first choice, were choosing universities which perhaps were smaller, which would have, in fact, a greater ability to accommodate them.

One of the questions I had in my own mind at that time was that, as we provided support to the universities so that all the universities would be able to take a larger number of students, would some of those students move away from their first-choice option? Was it a real first-choice option, in other words? Would they move away from it if they were admitted to a university which they had shown as being their second-choice option?

In fact, in one anecdotal incident, I know that the first-choice options and offers of admissions held for Lakehead University in northwestern Ontario. Those students did in fact go to Lakehead University, although many of them would have been given offers of admission to other universities.

Mr. R. F. Johnston: We cannot tell without interviewing all the students, but is that not a preselection process? Students are saying: "I want to get in this year. I'd be really wise to aim at Laurentian or Lakehead because I know those are the two universities in the last number of years which were having trouble attracting students into them, and the others were starting to show the bulge." Therefore, they preselect.

Hon. Mrs. McLeod: To be honest, that was exactly the question that was in my mind when I looked at the application and the first-choice options that were in the applications.

What interested me then—and it is just anecdotal; I will ask the deputy to put it in a system context—was to see that the students, although they may well have had offers of admission to alternative universities which they may have shown as second or third choices, did in fact stay with that first-choice option. Lakehead University's first-year numbers are up to a very large degree; so if it was preselection in the

first instance, it held as being, in fact, a legitimate choice that they were making.

Having said that on a purely anecdotal basis, I want the deputy to do something a little more systematic.

Dr. Brzustowski: I know that this is the practice in a number of universities and that there are different shadings of the practice.

First of all, every university publishes the minimum criterion of 60 per cent—and that will be changed in terms of the OACs as they are gradually being phased in—which means that the application or file of any student who meets or exceeds that is considered very seriously.

In a number of programs, and this varies from institution to institution, the demand for spaces far exceeds the spaces available. In those cases, some institutions fill the whole program from the top down, and that results in the cutoff, which may be 78 per cent or 75 per cent.

Others take the tack that they will fill maybe 80 per cent of the spots from the top down, and then they begin to interview students between that point and the minimum limit.

Still others, when faced with very much larger numbers, do not do the interviews but examine in detail every file to look for examples of creativity, extracurricular activity, reasons why the marks may not present the whole picture of the individual. There is a fair amount of care.

Some universities take care in their calendars to convey to applicants what is roughly the cutoff that they have had in previous years. To some extent, that gives some guidance to people who would wish to engage in some self-selection. There is no doubt about that.

Some institutions do actually interview the whole class of applicants. Some of the colleges, in the programs in which the number of applicants may be vastly greater than the number of spaces, actually conduct blind interviews, in which the interview panel is not aware of the educational history of the individuals but interviews them on the basis of attitude, aptitude and qualifications as expressed orally.

It is a very difficult subject, because one never knows quite what happens to the people who do not get into the program of their first choice. What do they do afterwards? There is no tracking of those; it is simply too complicated.

Mr. R. F. Johnston: One of the fascinating things we learned in the select committee on education was the fact that many of the grade 13 students, or whatever we call them now, who have the basic minimum qualifications have decided not to go on to post-secondary education

this year but in fact have gone back to take some new courses. Now we have these sort of part-time students who are at the—

Mr. Jackson: To get additional OACs.

Mr. R. F. Johnston: Yes, to get OACs or just to take a year off, doing some extra course work at the high school and taking a job and that kind of thing, which has been fascinating to know. You do not know what the motivations were—whether it was because they did not get their first choice or something else.

Is there any systematic review of what you have just told us that we can look at? It would be very interesting to see just what is done and what the outcome of the practice is in terms of the number of people who have 60 per cent but are wonderfully gregarious and make it in, and how many of the terribly bright and awfully boring people do not make it in in spite of their academic qualifications.

Dr. Brzustowski: Two points on that. I think it is easier for us to have information on the outcomes. In fact, there are data, and we would be happy to present them to the committee, which show the distribution of the entering class in first year by grades achieved. It is an interesting observation that with the growth in recent years, including this year, that distribution has not changed much. There seems to be a larger pool of people with roughly the same distribution of qualifications. We can certainly do that.

The other point, of course, is that the universities, by statute, are independent in the way they do this. We are in a better position to assess what happens rather than to dictate how they should do it. But we will certainly be happy to provide all the data.

Mr. R. F. Johnston: I guess at this point I am not asking for a change in the role of the university determining that. I am more interested in knowing what the reality is that a student runs into. If, for example, his first choice is York and he wants to do psychology, what is the process he goes through? I believe Harry Arthurs said they tried to do a lot of interviewing, as I recall, when we were at Jarvis. But what do you face when you hit each one of the different universities? It would be a very interesting thing to know in terms of questions of access.

Dr. Brzustowski: We will provide as much information as we can muster on this. That profile of marks is very useful.

Mr. R. F. Johnston: Is there a socioeconomic profile?

Dr. Brzustowski: I have not seen one.

Mr. R. F. Johnston: No, there never is. God, I keep asking. Some day, somebody will care about those enough to keep some statistics.

Mr. Chairman: Members of the committee, it being six o'clock, I declare—

Mr. Jackson: Mr. Chairman, before you declare it, given that we will not meet again until next Monday, I would like my request for information to extend to each of the line items in vote 701. I hope that is understood. It is more helpful to the staff, if they are preparing that information, that it all be done at once instead of being asked to go back and look at all the materials.

Mr. Chairman: Perhaps once we adjourn, if there is any question of clarification, there could be some private discussion here.

Mr. R. F. Johnston: On a point of order, Mr. Chairman: You raised the matter of how long we would stay on the main office item. I suggest we go back to main office when we reconvene. I think that will allow members to jump in, as Mr. Daigeler did, to deal with a grouping of things at this stage. Then, when we seem to have exhausted that, we can move on to the more specific lines.

The committee adjourned at 6:01 p.m.

CONTENTS

Tuesday, November 1, 1988

Estimates, Ministry of Colleges and Universities	S-185
Adjournment	S-211

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitution:

Nicholas, Cindy (Scarborough Centre L) for Mr. Owen

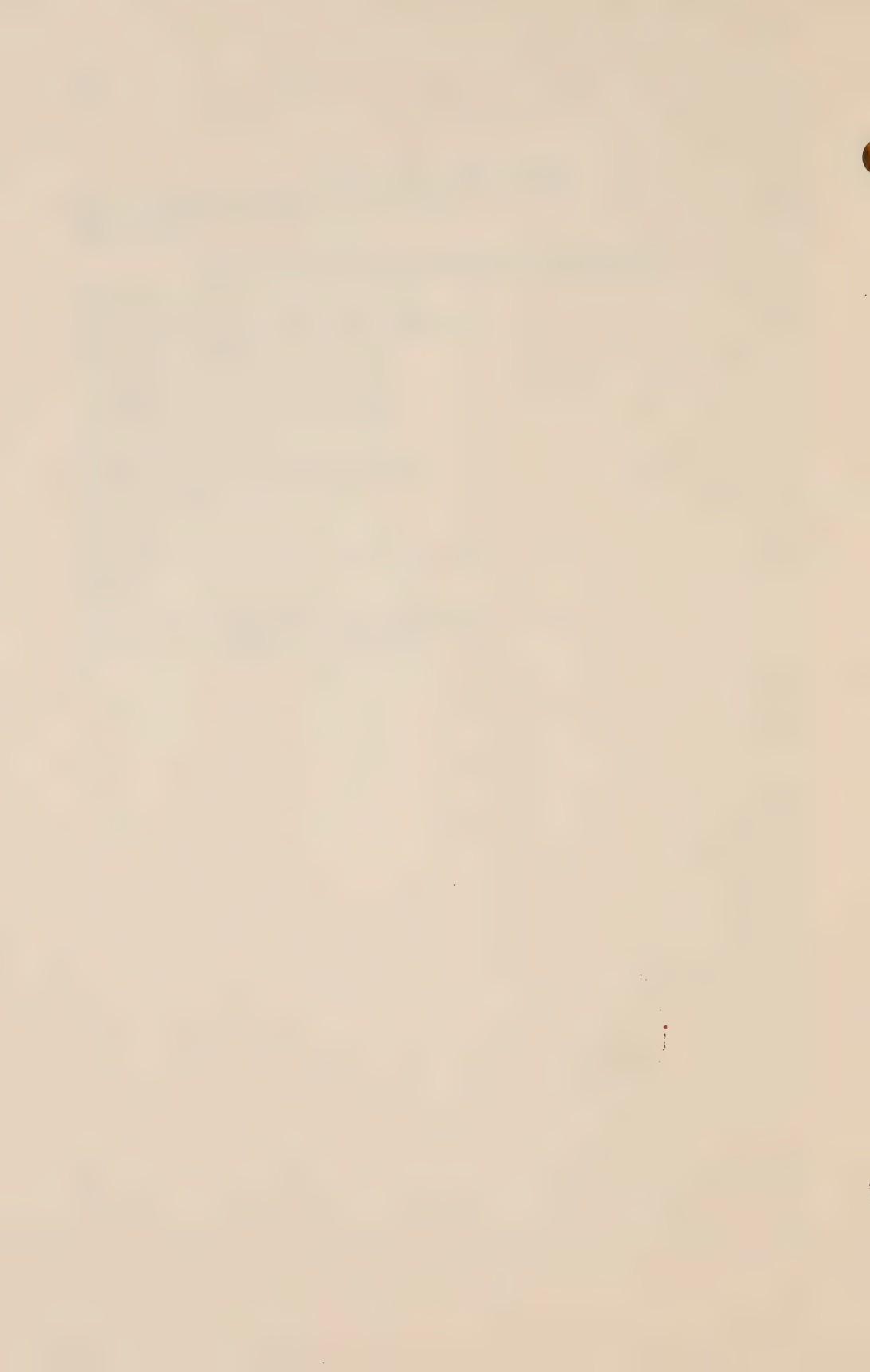
Witnesses:

From the Ministry of Colleges and Universities:

McLeod, Hon. Lyn, Minister of Colleges and Universities (Fort William L)

Brzustowski, Dr. Thomas A., Deputy Minister







C420N
XC 12
- 577

No. S-9

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Colleges and Universities

First Session, 34th Parliament
Monday, November 7, 1988



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, November 7, 1988

The committee met at 3:31 p.m. in room 151.

**ESTIMATES, MINISTRY OF
COLLEGES AND UNIVERSITIES**
(continued)

Vote 701, ministry administration program; item 1, main office:

Mr. Chairman: Members of the committee, we will call the committee to order. We are continuing with the estimates of the Ministry of Colleges and Universities. We have with us the minister, the Honourable Mrs. McLeod. We will continue where we left off at our last meeting. We are on vote 701 of the estimates.

Hon. Mrs. McLeod: Is this the appropriate time for me to table the information that was requested at our last estimates session?

Mr. Chairman: I think that would be a good way to start. Do you have copies for members?

Hon. Mrs. McLeod: Yes.

Mr. Chairman: The minister has provided us with information requested at our last meeting. Are you going to take us through this information or are we just circulating it?

Hon. Mrs. McLeod: I think we will just circulate it and questions might arise on the part of the members of the committee.

Mr. Jackson: Are the documents being tabled?

Hon. Mrs. McLeod: Yes.

Mr. Jackson: Then you are familiar with the questions asked. Instead of us sitting in deaf silence while we read it, could you perhaps point us to the sections of the presentation which address the questions that both Mr. Johnston and I raised?

Hon. Mrs. McLeod: I would also ask the deputy if he would like to make any comments on the information that we are tabling. Perhaps I can do that and then come back to the specific questions.

Mr. Chairman: I think that would be a good way to proceed.

Hon. Mrs. McLeod: Did you want to make any preliminary comments on the material we are tabling?

Dr. Brzustowski: I would like to make some comments on questions that Mr. Jackson raised. I

would just like to read a few paragraphs of the handout and explain what the rest of the material is.

On November 1, 1988, Mr. Jackson asked the minister to provide the committee with detailed information on each line item of vote 701, main office, with particular emphasis on the breakdown of the staff complement and what the figures were before the Ministry of Colleges and Universities and the Ministry of Skills Development split.

May I first of all note that the nontransfer payment portion of the ministry's expenditure estimates, which is a sum of \$26,882,723, represents about only one per cent of the total of \$2,566,836,723. It is a point worth noting that this means the Ministry of Colleges and Universities operates all of the functions in support of its programs for something in the order of one per cent. In fact, it is a number less than one per cent of its total budget, because this covers not only the entire administrative costs of the ministry but also the costs of the registered nursing assistant schools programs—vote 703, item 4—which is a sum of \$2,134,800. So the administrative costs of the ministry are somewhat less than one per cent of the total sum available.

I am pleased to provide the committee with the attached information, which breaks down the figures for vote 701, main office, into the component offices together with explanations.

I would, however, like to put the information into proper context in terms of the budgetary process that is followed by the ministry and the financial rules respecting expenditures.

With your permission, I will just say a few words about the budgetary process and simply refer to the text for the expenditure rules.

The expenditure estimates for the next fiscal year are developed and prepared in the fall of each year on the basis of a review of the current year's budget.

In the case of expenditure estimates for 1988-89, they were prepared in the fall of 1987, just after the Ministry of Colleges and Universities and the Ministry of Skills Development split. When MCU's 1987-88 budget was reviewed, it was confirmed that there had never been budgetary provision for a minister's office and a

parliamentary assistant's office. That was one of the questions that was being raised.

Approval was obtained from the Management Board, which acknowledge the absence of base funding for these two offices, for the following: (a) supplementary funding during 1987-88 to establish and maintain the minister's and parliamentary assistant's offices; and (b) annualized provision in 1988-89 to maintain those offices.

We are not in a position to determine the extent, if any, of consideration given to the fact that the budget of the Ministry of Skills Development provided for its minister and parliamentary assistant, who also served as minister and parliamentary assistant for MCU until October 1987.

The last paragraph of that section simply makes the point that it is much more informative to compare the fiscal year's expenditure estimates with the previous year's expenditure estimates. I think that is the most informative comparison. The expenditure rules that are listed in the rest of the paper are the rules under which the ministry operates, of course, and will be of help in explaining items in the tables as specific questions arise.

I think you will find that the material on the fourth page, listing the number of positions, addresses the specific question that was raised by Mr. Jackson and the material on the following pages breaks it down into further detail. David Lyon, the executive co-ordinator of corporate planning and services for MCU, is here. Should more detailed questions arise, he would be available to answer on this matter.

Mr. Chairman: That provides members of the committee with information in response to questions asked at our previous meeting. Is it the pleasure of the committee to follow up on this information provided now with questions of clarification or later?

Mr. Jackson: At the moment, we are in item 1, vote 701, correct?

Mr. Chairman: Yes.

Mr. Jackson: So all matters within that are open for discussion.

Mr. Chairman: That is right. I did not know whether you wanted time to look this through before proceeding with follow-up questions.

Mr. Jackson: No, I think we can proceed with a few questions.

I am still not getting a clearer sense of what constitutes startup of the office. I was looking for some clear image of whether, and what, startup costs were associated. When we left these

estimates, you were stylizing this as a book entry, a change in accounting. Then you reverted to the startup, the creation of new offices. I am still not sure if personnel were operating within the Ministry of Colleges and Universities to support a half-time minister and a half-time parliamentary assistant, or if in fact they did not exist at all. It is so basic a question that I am wondering why we are having difficulty getting it.

1540

Hon. Mrs. McLeod: I guess I thought that the answer had been provided at our last estimates session, when we indicated that the costing for all ministerial staff related to Skills Development and Colleges and Universities in terms of the minister's office. The office of parliamentary assistant was under the Skills Development budget up until the time that the two ministry offices were split. That is why there is no 1986-87 printed estimate for the minister's office. The first printed estimate for the first budget is 1987-88, when the offices of Minister of Colleges and Universities and of the parliamentary assistant were created halfway through the fiscal year. That spread the full cost of establishing that office, and all the staff positions related to that office in the parliamentary assistant's office are detailed in that outline of the exact number of staff positions. Is that the answer you are looking for?

Mr. Jackson: I guess we are getting the costings for half-time positions that were being borne by another ministry, but in fact there was actual physical space for the minister's office; there was an office for the Minister of Colleges and Universities resident at the location where the ministry was.

Hon. Mrs. McLeod: There was an office for the Minister of Colleges and Universities and the Minister of Skills Development, one office. My understanding is that all costs related to that minister's office at that time were under the budget of the Ministry of Skills Development. I am getting clarification that this is the case.

Mr. Jackson: Okay. So, many of these costs in the 1988-89 estimates are partial costs for the startup of those offices, and you were able to separate that which is an ongoing expense and that which will be an expense associated with the startup of that office.

Hon. Mrs. McLeod: Again, I will ask David Lyon to correct any inaccuracies which I may inadvertently make in the record. My understanding of the startup costs are in the 1987-88

actual expenditures line, which would obviously include the hiring of staff, the startup costs in terms of the establishment of the physical offices, and that in fact you will see a significant decline from the actual 1987-88 costs to the 1988-89 estimates in such areas as supplies and equipment, so that the startup costs would be recognized in the 1987-88 actual. The 1988-89 estimates would then be ongoing costs of maintaining the minister's office and the office of parliamentary assistant.

Mr. Jackson: If that is the case, if the supplies and services are working in reverse, why are salaries working the opposite way?

Hon. Mrs. McLeod: Because the salary item for the 1987-88 estimate and actual was for the establishment of two offices halfway through the fiscal year. So, we are looking at only half-year costs on that particular item. I can explain the difference between budget and actual as well, if you would like.

There was an estimate made of what the expenses might be of establishing a minister's office based on perhaps a belief that we would not be able to do our full staffing as quickly as we did. We did in fact get up to full staff complement fairly quickly, so our actual expenditure is somewhat greater than the budgeted expenditure. In fact, we were well under the dollar figure that is allocated for the establishment and maintenance of a minister's office for the period of that fiscal year.

Mr. Jackson: Okay. If that was so for your personal office as minister and your parliamentary assistant, are you holding the same arguments for an almost half-million-dollar increase in item 3 of vote 701 with respect to the administrative analysis and planning department? That is separately stated.

Hon. Mrs. McLeod: What is the specific page reference here?

Mr. Jackson: Page 21.

Hon. Mrs. McLeod: For the analysis and planning?

Mr. Jackson: Yes.

Hon. Mrs. McLeod: That would, I know, include one additional staff person in the current estimates. Would the deputy minister have any further explanation of that particular line?

Dr. Brzustowski: On page 21, the activity labelled "analysis and planning" is the name given in estimates to the activities of our corporate planning and services branch, which was growing after the separation of the ministry from Education. Only in the current year will it

reach anywhere near the full size. That is a matter which arises out of the earlier separation from Education as distinct from the separation of the offices from Skills Development.

Mr. Jackson: I cannot see you establishing a separate corporate capability in this area. You have an authorized complement of 30 showing there. I am just trying to get a sense of what this expansion means. I understand what it means for the minister, but we are now talking about the growth within your head office, your main ministry. You have got an authorized complement of 30 on page 20. What was your authorized complement in the previous year's estimates?

Dr. Brzustowski: The number is 27.

Mr. Jackson: You are moving up three employees and you have got an increase of a considerable amount of dollars here in that first line item. Your actual expenditure was \$700,000 where you had an authorized complement of 27 and you are going to jump to \$1.2 million.

Dr. Brzustowski: The activity was not operating at the level of the authorized complement in 1987-88.

Mr. Jackson: Let me rephrase it. How many employees were on your complement to make up \$700,000? I am trying to get a sense of how many new positions have been added and for what reasons. That is a standard question in this panel.

Dr. Brzustowski: Can we ask Mr. Lyon to answer that? He can provide great detail.

Mr. Lyon: You know separation from the Ministry of Education took place in order that we could carry out some of our corporate activities in financial planning, policy support and those activities which were listed on page 20 of the background material. We went to Management Board to receive approval and approval was given to start up this function on April 1, 1987.

The budget that you see in that column for the 1987-88 estimates on page 21 represents the full-year costs if all staff had been in place on April 1. If you look at the \$999,000, that would represent the salaries required to support the 27 complement that the minister mentioned earlier for a full year. However, we had the whole year to recruit staff into those vacancies and, as a result, we did not spend the entire budget. Also, with regard to the provision of some of the budget for some of the other items in transportation, communications, services, supplies and equipment, because the staff were not in place at the beginning of the year, some of the expenditures were not made. The comparison between the 1988-89 estimates as against the 1987-88 esti-

mates shows some reductions for startup expenditures like furnishings and supplies. The net increase year over year in carrying on the same functions would be the \$63,600.

Mr. Jackson: I am still focusing on salaries. I realize there are startup costs with furniture and everything. I am just trying to get a handle on how great the growth has been in this ministry office. We are looking at substantive growth here. If you are saying that I am to seek comfort in the 1987-88 actuals being low, it is because it took you a while to hire everybody. It means that your 1986-87 actuals were probably at or under a half-million dollars. We are talking doubling, almost tripling, that budget in less than two years. That is quite a bit of growth in salaried positions, which is what I am trying to get at here.

1550

Mr. Lyon: That is true.

Mr. Jackson: The deputy said there is a change of three. You are telling me that the change is rather larger than just three.

Mr. Lyon: Between 1986 and 1987, yes, that is correct, because up until March 31, 1987, for all these services, the functions were carried out for the Ministry of Colleges and Universities by the Ministry of Education.

Mr. Jackson: All of these services?

Mr. Lyon: The branch did not exist prior to April 1, 1987.

Mr. Jackson: Certainly the Freedom of Information and Protection of Privacy Act is new. That was not done by the Ministry of Education. That is a new piece of legislation.

Mr. Lyon: That is correct, and that accounts for the change from 1987-88 to 1988-89.

Mr. Jackson: The pay equity stuff is new. That was not transferred.

Mr. Lyon: Pay equity?

Mr. Jackson: Pay equity responsibilities.

Hon. Mrs. McLeod: Yes, that is true, which explains the change from last year's budget to this year's budget in terms of three staff people.

Mr. Jackson: Madam Minister, I said at the outset we have not done estimates for this ministry for over two years so there is a whole year that was missed. The activities of that whole year were missed. Now I realize the exercise is not for us to go back and do that year, but it would have been far more helpful—and I will be guided to bring my own numbers next time—to bring the previous year's estimates book to expose that. The point is that we should be having a bit of

discussion from you as to the growth in your ministry staff complement and your ability to deal with certain items that have been mandated to you by the Legislature.

Hon. Mrs. McLeod: Exactly. If I may, Mr. Chairman, there are two changes which affected this ministry. One, since I came in, was the separation of the Ministry of Skills Development and the Ministry of Colleges and Universities, which we have talked about and I hope I have explained that in order to provide a satisfactory explanation of the figures that are there.

Another change that occurred in this ministry prior to my coming in as minister, if we could just take a moment to look at that, was the degree to which administrative functions which had been previously carried out by the Ministry of Education for the Ministry of Colleges and Universities were, in fact, transferred to the Ministry of Colleges and Universities.

As Mr. Lyon indicates, this branch is new. The analysis and planning branch of the ministry is new in the last two years. Is that correct, David, in terms of the time? That is another new source of a budget figure for this ministry. The growth in that particular office in this past year was the complement of three which the deputy has indicated.

Mr. Jackson: I will yield to some other questions.

Mr. R. F. Johnston: I always find these figures confusing, especially so when the comings and goings of ministries' offices come into play. Can you explain to me why it is that public accounts for your ministry from 1986 to 1987 indicate substantially more money in your operation than do your estimates in actuals? I will read you the figures, if you would like, but I find it confusing. I am not sure if we are dealing with apples and oranges in all these things.

After Mr. Jackson's questions, I went and dug out the Ministry of Skills Development accounts from the public accounts, and your ministry's as well, and I must say I find the figures confusing. Can I just run over a few figures and you can tell me what means what? That would be helpful. Just taking your ministry administration from your figures, forgetting public accounts for the moment, looking back over your last estimates over the last few years: 1986-87 estimates \$280,100, actuals \$542,708; 1987-88 estimates \$445,400, actuals \$486,348, and then this year, 1988-89 estimates of \$1,041,000.

The public accounts 1986-87 show salaries of \$728,134. Can you explain? I do not understand how these things work.

Mr. Lyon: I do not have the public accounts in front of me for 1986-87.

Mr. R. F. Johnston: I will share this with you.

Mr. Lyon: What I can give you is an indication for the whole year for the whole ministry. In 1986-87 the printed estimate for the ministry was \$2,126,853,800. During the year we obtained supplementary estimates for \$93,245,000. In addition, there was another \$35,111,500 for Management Board orders, and when both these items adjust the estimates upwards, it totals \$2,255,210,300. The total ministry, after expenditures, is \$2,234,064,190.

Mr. R. F. Johnston: I guess my difficulty occurs when you look at the public accounts that I have given you there. I would have presumed that the figure at the top for salaries, which is \$728,000, would have corresponded to your 1986-87 actuals in the ministry briefing books of \$542,708. Clearly, it does not. I do not know if it is just reporting at different times or dealing with different figures for different reasons. I have been trying to make head or tail of where the money has gone.

I have also done the same with the Ministry of Skills Development. I discovered that they had amounts in for half an office rather than the full office for this full period as well. I guess the more figures I have seen, the more confused I am about what means what.

Mr. Lyon: The 1986-87 figures are not in our briefing material. What we have in the briefing material are the 1987-88 actuals.

Mr. R. F. Johnston: What do you have for the 1987-88 actuals?

Mr. Lyon: The 1987-88 actuals are on page 13 of the briefing material.

Mr. R. F. Johnston: That is the \$486,348, which corresponds specifically to the public accounts for that year.

Mr. Lyon: No. The public accounts that you have got here are 1986-87.

Mr. R. F. Johnston: This is for the next year. It does correspond. In the one you are dealing with, there is a difference of \$200,000. That is what I do not understand. I do not need an answer right at the moment. My interest is not so much in main office money shifting, it is just that when we were looking at this, I became confused because the actuals did correspond the following year, as you indicated, but they do not seem to for the year previous, when they were up to \$700,000, even though supposedly at that point we did not have a ministry head office operating.

I just wonder if someone over time might try to make things clearer for us.

Mr. Lyon: We will look into that and give you a reconciliation of the differences.

Ms. Poole: My question was actually relating to the second document tabled by the ministry, the foreign student enrolments in Ontario universities. Like Mr. Johnston, I sometimes have a little trouble with mathematics, so I would not venture to try to total these.

I did not notice any summary here which gave us, in very simplistic language, the total number of foreign students currently in Ontario universities, regardless of whether they are full fees, exempted or partial. I was wondering if you would have that information.

1600

Dr. Brzustowski: In that package, if we turn beyond the diagrams to the tables entitled "Summary by Fee Category," page 17, the total number of people involved is the cumulative frequency right at the very bottom. So the total number of students from foreign countries who were studying in Ontario in the fall of 1987, in programs for which they were not eligible for provincial funding, would be 700 students. That is the number at the bottom of the third column.

Ms. Poole: What about the students who are eligible for provincial funding? What would the cumulative total be for that?

Dr. Brzustowski: That is on the next page. We are dealing with a total of 7,294 students at that time. The students on the very next page, who are exempt from the differential fee because of the fact that they come in under the Canadian International Development Agency or some sort of program of that kind, number 1,385. Maybe I will stop right there. It is always the bottom of the cumulative frequency column that gives the total.

Ms. Poole: So the number of foreign students who would be subsidized by Ontario taxpayers would be the differential between 7,294 and 1,385?

Dr. Brzustowski: No, I would say it would be 7,294 plus 1,385 for the sum of those who are subsidized. In fact, the 1,385 are subsidized quite a great deal more by the sum of the differential fee, because they are exempt from the differential fees. So let's say something in the order of 8,600 students.

Ms. Poole: So we are subsidizing, in Ontario, more than 8,600 foreign students in our universities?

Dr. Brzustowski: We were in the fall of 1987, correct.

Ms. Poole: From your tables, I gather a large proportion of those would actually be undergraduates. What I am trying to get at is that I sense a bit of a backlash from some of the taxpayers. They are saying our own qualified students cannot get into undergraduate programs in our Ontario universities, they certainly cannot be subsidized to the level they would like, and at the same time we are providing subsidies for a large number of foreign students. I was wondering if perhaps you would like to comment on this and elaborate on the rationale for the subsidies to the foreign students.

Hon. Mrs. McLeod: First of all, one of the pieces of information is that at the undergraduate level, since about 1982, there has actually been a decreasing number of international students in Ontario universities, and that is probably true across the country. That has been of some concern in the sense that there is an important aspect to international education and to having the enrichment of international students in our university communities. I think that would be quite widely acknowledged by people who are part of the university communities. The declining number of undergraduate international students has been of some concern.

It was because of that concern for the declining number of undergraduate students, and also graduate students, that we did introduce the 1,000 waivers, which are included in the figures that are before you today, to eliminate that differential fee for 1,000 graduate students. The feeling was that it was of particular importance that we encourage people at the graduate level either to come to study in Ontario or to remain in Ontario universities, because the presence of international students does do much to enrich the learning opportunities for all our students. As well, I think it serves an important international relationship role for Ontario in the future.

I think it is possible to argue both sides of the question in terms of the value of having international students and wanting to encourage international students in larger numbers to be in Ontario universities, and at the same time to look at the concerns we have about the capacity of our institutions, particularly at the undergraduate level, to handle the volume of applicants from Ontario secondary schools.

Certainly, we were very pleased at the response of universities to the increase in the number of Ontario secondary school applicants in terms of the admission of those students to

university last year and again this year. We feel we have been able to admit approximately the same percentage of that larger group of applicants as we have in past years, so that if there is an increase in international undergraduate students—and our preliminary information suggests that there is some increase in the international undergraduate students this year; we do not have final figures on that—it appears that we are able to accommodate that and still respond to the increased number of applicants from Ontario secondary schools.

Ms. Poole: So indeed they are not acting as a detriment to other Ontario students being admitted to university?

Hon. Mrs. McLeod: I certainly think it is fair to say that has not been the case, particularly because at the undergraduate level the international students have actually been declining in numbers. This year, at the same time as we are perhaps seeing some increase, we are handling a very large increase in Ontario and Canadian applicants.

I think it is probably also important to mention, though, that we are concerned about an overall policy guideline for the involvement of our colleges and universities in international activity, in terms of the outreach of our colleges and universities, because they are very involved in providing international education outside of Canada, but also in our ability to receive and to encourage international students in our own institutions.

We are in the process of asking ourselves a number of questions that we think we need to to provide a framework for a policy on international activities. Dr. Brzustowski would like to answer that as well.

Dr. Brzustowski: When we talk about the students enumerated on pages 18 and 19 being subsidized, we have to keep track of the fact that they are not subsidized equally. The 7,294 on page 18 pay the differential fee, the full foreign fee, which means they are paying something of the order of two thirds of the total cost of their education. It is only the 1,385 students on page 19 who are subsidized to the same extent as Ontario students are. There is quite a difference between the two.

Hon. Mrs. McLeod: From a purely economic standpoint, I have also heard it argued that there is in fact generation of increased wealth for Ontario by the presence of international students simply in terms of the increased amount of spending that takes place because of their presence here in Ontario, so I think the question

of subsidy can be debated even in economic terms.

Ms. Poole: If I might have one final, short question in this regard, I just wonder if the ministry has any sort of statistics to indicate what proportion of foreign students would actually locate in Ontario and remain in Ontario once their schooling is finished. To me, that would be a very important factor—if they are contributing to Ontario prosperity, if they are in fact not only being educated here but choose to stay here after their schooling.

Mr. R. F. Johnston: You think that is an important factor?

Ms. Poole: I think it would certainly be a factor to some people if they felt that we are attracting the brightest and the best to Ontario and that once the students are educated in Ontario, they—

Mr. R. F. Johnston: I sure hope it would not be a goal that we would be wanting to glean the best out of the Third World and keep them here rather than have them go back. I certainly hope that would not be your goal.

Mr. Jackson: It certainly flies in the face of the rationale the government provides in terms of why it subsidizes so heavily. It is so they can go back to their countries. It just turns the government's whole argument on its ear, but it is an interesting point of view. I am sure the minister would not agree with you.

Ms. Poole: I can see the virtues of both. We certainly would want to contribute as part of our contribution to the rest of the world, but by the same token I think it would also help us understand other countries if we had some of these people not only have their education here but choose to remain and contribute to Ontario culture and economy.

Mr. Chairman: Why do we not let the minister answer the question?

Hon. Mrs. McLeod: I was actually going to take a slightly different tack in talking about international activities of colleges and universities, again to mention that in terms of enhanced understanding between countries, which I think is an important goal, the activity of our institutions in other countries is an important factor as well, because I think those people are ambassadors for Ontario and for Canada in other countries performing a clearly needed service in those countries, and when they return they bring that enlarged understanding of the international situation. I think there are really two dimensions

of our international activities that are important to consider.

I am not sure that we do have a figure that we could provide, and I know there are a number of factors related to immigration status, immigration policies, etc., that would affect the question that you raised about how many students would come and stay. That is not something I believe we have track of or any way of tracking.

Mr. Chairman: Mr. Jackson, did you have a supplementary on this?

Mr. Jackson: Just a question of clarification. Although I understand there is one student here from Montserrat, I cannot understand for the life of me why anybody would want to leave Montserrat. If there is an exchange program, I might want to go back and finish another degree.

Mr. R. F. Johnston: The trouble is there is no college there.

1610

Mr. Jackson: My question is to the deputy. We have not heard a complete, total figure as yet, the total number of foreign students in all categories. Are we to add the cumulative frequency on pages 17, 18, 19, 20 and 21 to get the total number of students?

Dr. Brzustowski: To get the total number of students who have come either from overseas or across the border and are studying in Ontario, yes, that is correct.

Mr. Jackson: Okay. Then could you give a brief explanation, which you did not give to us, of the two remaining categories on pages 20 and 21? Then I would have a complete picture of all categories for purposes of understanding this document.

Dr. Brzustowski: On page 20, we have a small number, about 35 students, who were graduate students already in their programs at the time the visa fees were increased quite dramatically. They have been grandfathered. They are allowed to continue at the reduced level until they finish their programs. The 853 students on page 21 are those students who have received from their institutions the graduate fee waivers as a result of the program implemented by the government two years ago. They are currently registered in graduate programs in Ontario.

Mr. Jackson: I do not understand the level of subsidy or nonsubsidy. It says here, "Foreign Fees Waived."

Dr. Brzustowski: These are the students who are paying the resident fee. They have had a

waiver of that additional visa fee imposed on the 7,200 or whatever on page 18.

Mr. Jackson: Is that picked up by their home country? Was I to interpret it like that?

Dr. Brzustowski: No, that is a program of the government of Ontario.

Hon. Mrs. McLeod: A graduate waiver program.

Mr. Jackson: Okay.

Mr. Chairman: Before we move on to another subject, is there any objection to my contributing a supplementary question on this topic?

I know a number of us met with the student representatives who were at Queen's Park over the last couple of weeks. One of the questions I was asked related to the government's program with respect to foreign students, and I detected, unlike Ms. Poole, a concern on behalf of the students in Ontario at the reduction in the subsidy of foreign students, because it is perceived that foreign students, and indeed it was my experience at university, contribute a great deal to the university campuses. I would venture to say I probably learned more from the foreign students on campus than I did in the formal courses I took.

Is there a decline in the support of the government for foreign students or was there a decline and it is being reversed? What is the overview on that?

Hon. Mrs. McLeod: There was a decline. A differential fee for foreign students was first introduced in 1976-77. The first step we have taken to provide some additional assistance, through waiver of the differential fee, was the program we introduced two years ago, in which the differential fee for 1,000 graduate students was waived. This, as I say, is the first step we have taken in order to decrease the fees international students are paying, and therefore, in a sense, to increase the subsidy from Ontario to international students.

Mr. Chairman: This is viewed, as Mr. Johnston has indicated, as in effect aid to the Third World or to other countries. Is it co-ordinated in some way with the federal government's initiatives?

Hon. Mrs. McLeod: There are further waivers that relate to the federal government programs. Those students who are sponsored by federal government support programs would have their differential fees waived as well.

Mr. Chairman: Thank you. Members of the committee, we are on vote 701. Are there any

further questions or comments with respect to that item?

Mr. R. F. Johnston: In terms of this being the general budget item, you have introduced a new element into your statement around accessibility. I want to ask you some particulars on that because there is just one line or so about it, that this \$4 million within the accessibility package is to be earmarked to special disadvantaged groups. You have no explication what the nature of that is, whether it is a promotion program, whether it is research or what kinds of things. I wonder if you could tell us a bit more about it.

Hon. Mrs. McLeod: I can tell you a little bit more about it in the sense that I wanted to reserve \$4 million of the \$88 million allocated as support for increased access to universities for 1988-89 in order to be able to specifically target some level of funding to encourage increased numbers of the underrepresented groups. Within that, we specifically recognize the disabled and native students as being underrepresented groups that were not being specially addressed with other targeted funds. Of course, another of our underrepresented groups is the Franco-Ontarians and we have special funds to increase our programs for the Franco-Ontarians.

Natives and the disabled are two of the groups we specifically wanted to address with the \$4 million. We have asked the Ontario Council on University Affairs for its advice how we could best use this \$4-million allocation. At this point, I am still awaiting their advice, so I cannot give you a more specific indication on how that might be allocated for this coming year.

Mr. R. F. Johnston: How did you choose \$4 million, then?

Hon. Mrs. McLeod: It was quite simply an effort on our part to set aside a figure that would be a starting point, a small targeted fund that could be used to encourage growth specifically in those areas.

Mr. R. F. Johnston: I guess I am a little confused that it is as vague as this, that you would slot out a nice round figure like \$4 million and decide that it would go into this but not really have a clue how you see it working, except that you are going to gear it primarily towards the disabled and the native populations. Whether this is sort of going towards giving money to universities if they allow people to enter with lower standards or whether it is going to physical aids and other kinds of assistance to disabled people to go to university, you do not really seem

to have any idea about this and you are just waiting for input now.

Hon. Mrs. McLeod: There are a number of possible areas in which it could be used. Quite clearly, \$4 million is a fairly small targeted fund in order to address the kind of needs I think we would identify if we are to increase the participation rates of both disabled and native students. We certainly do not claim this is a fund that can address in a wide-scale way a range of programs that might be possible. We were anxious, given the commitment of \$88 million for next year's budget, to reserve some portion of that to target for programs we could develop over this year. That is what we have asked OCUA to bring us advice on.

Mr. R. F. Johnston: When did you ask them to do this?

Hon. Mrs. McLeod: We asked them to do this in the spring, when the \$88 million was announced.

Mr. R. F. Johnston: You asked them to come forward with a notion of what to do with the \$4 million?

Hon. Mrs. McLeod: Exactly.

Mr. R. F. Johnston: Have you had any responses yet?

Hon. Mrs. McLeod: No. As I say, we are awaiting their advice on this. These would be programs that would be established for the fall of next year.

Mr. R. F. Johnston: Why are they included in this year's budget?

Hon. Mrs. McLeod: Because it is from the \$88 million of the 1988-89 budget that is committed for accessibility. The accessibility funding, as you recognize, goes to recognize growth in the following school year, the academic year.

Mr. Jackson: Is it a one-year lag?

Hon. Mrs. McLeod: Yes, it is a one-year lag; exactly.

Mr. Jackson: Not a two-year lag?

Hon. Mrs. McLeod: No, it is a one-year lag in the university system.

Mr. Jackson: Okay.

Hon. Mrs. McLeod: Part of the explanation, I think, has to be a recognition that we do transfer virtually all the funds, apart from a very small amount of targeted money, which we monitor in transferring it to the universities. Apart from this, the deputy indicated that something less than one per cent of our overall budget is for administra-

tive purposes. Otherwise, we transfer our funds to the institutions and do not retain a fund we can use for some new program initiatives. The only fund we have to encourage some new program initiatives is the program adjustment fund, which is outlined here, and this \$4 million we have indicated for next year as a new fund, an additional support for specific programs in the area of access. We will certainly provide information about the details as soon as the programs are established.

1620

Mr. R. F. Johnston: This is money you want to control, rather than the universities, as I understand it.

Hon. Mrs. McLeod: It is money that would be targeted in the sense that OCUA would advise on the optimal uses of that \$4 million for the coming year. We would presumably then establish the programs according to OCUA's advice and the universities, if it works as all other targeted funds work, would opt to participate in those programs. It is hard for me to be more specific when there is such a range of possibilities and I do not know what advice OCUA will provide.

Mr. R. F. Johnston: Would it include such things as changing the way the Ontario student assistance program works, so that all disabled people could automatically be considered to be nondependants, or would you see that as not fitting into this, that there would have to be some other programmatic approach?

Hon. Mrs. McLeod: I am not sure that kind of program would necessarily be excluded. It really has been a very broad request we have made to OCUA. I suspect that would not be the kind of direction they would recommend, because OSAP is something we can address separately.

Mr. R. F. Johnston: But will it be something that is capital-oriented? Will it be renovations to buildings to make them physically accessible? It will not be that kind of thing, will it?

Hon. Mrs. McLeod: You keep using "will" and "would," and for me it is a question right now of what could be, depending on OCUA's advice.

Mr. Jackson: What direction have you given?

Hon. Mrs. McLeod: Our direction essentially is that we have reserved \$4 million, which represents a sum of money that can be used to enhance access for underrepresented groups, and we have asked OCUA to recommend to us programs that might most profitably use that money.

Mr. R. F. Johnston: This is not to denigrate the council's role in these things at all, but if you as the government do not have a better idea of how you think this access money could be used for these specific groups—you are saying you have approached the council—have you approached the disabled to ask them how they think the money might best be spent?

Hon. Mrs. McLeod: I think OCUA has.

Mr. R. F. Johnston: But have you done that?

Hon. Mrs. McLeod: I have not specifically approached the disabled. I have certainly met with the disabled on a number of occasions to be aware of the kinds of concerns they have about access. I have also, and we mentioned it briefly earlier, initiated consultation with native representatives across the province to begin to determine their sense of concerns and priorities in terms of need.

That is fairly recent. For us to be able to say that we have a clear statement through consultation from the native communities about the range of needs they would identify is obviously premature. We have just initiated that consultation. I think it is important that we have at least some modest degree of funding to be able to follow up on initiatives that result from that kind of consultation.

Mr. R. F. Johnston: It is just mind-bogglingly paternalistic, if I might put it that way, to suggest you are going to come through with a package of money, have no idea what you want it for yourselves, turn to the Ontario Council on University Affairs for advice, and not basically ask officially at the same time, or even before that, the disabled community's representatives—there are many of them who are identifiable, whom your government on a regular basis draws forward when there are awards of merit to be given out and that kind of thing—or talk officially to groups that represent the native population and say you would like their input on this, instead of asking just the council what it is going to do. Did you ask the council specifically to talk to these groups? Was that part of your instruction to them?

Hon. Mrs. McLeod: I am not sure the letter specifically referenced that. Certainly, that is something the Ontario Council on University Affairs is doing. They have just completed their round of hearings right across the province. I think it would be absolutely consistent with the way in which they have provided all advice to the minister that they would have carried out that kind of consultation.

The consultation with native groups is something much broader than perhaps what has happened in the past. I think it is an important consultation exactly for the suggestion you have made, that it could be paternalistic for us to determine from Toronto what the needs of the native population would be. That is why we have attempted to initiate a fairly broad consultation, but that is in the early stages. It is not something that immediately results in identification of needs and priorities.

Mr. R. F. Johnston: It also rings as an afterthought, frankly. If you are going to come up with this kind of concept and really want to empower people and give them a sense that there is real access to the post-secondary level, which they have not had, then you go to them to ask for advice on how to do it, bring them into the official decision-making about how this will be done and not do it as an afterthought. It is quite a bizarre approach to this whole thing.

Hon. Mrs. McLeod: I quite agree, which is why the initial steps to have consultation with the native people were in fact taken before the \$88 million was provided in the budget and why that consultation is not in relationship only to universities, but to colleges as well. It also relates to the fact that there is ongoing development of programming, not only for the disabled but for native people in our universities and colleges.

Mr. R. F. Johnston: Yes, but whom you went to to give you your recommendations is the council. That is whom you went to.

Hon. Mrs. McLeod: That has been the role of the Ontario Council on University Affairs, to provide advice to the minister on the allocation of—

Mr. R. F. Johnston: All I am saying is there are other people who can give you advice on that, who have firsthand experience of what it is like to be disabled and what the impediments are. That would have been a far more useful thing to do, or to work officially into the plan just exactly what their role would be. I find it strange you have not done that; that is all.

Hon. Mrs. McLeod: I will certainly ascertain, when the advice is forthcoming, the degree of consultation of OCUA with the disabled group. As I indicated, the consultation with the native people is something that is fairly widespread and something we have recently initiated.

Mr. Jackson: I have a supplementary to Mr. Johnston's question. He did raise, in a rhetorical way, the point about capital needs. Could we get a clearer statement from the ministry. You are

not looking at capital projects at universities, modification of ramps and so on, with this kind of money?

Hon. Mrs. McLeod: There is an ongoing renovation fund that has been part of our capital allocations.

Mr. Jackson: I know what you have in place. I am talking about this \$4 million.

Hon. Mrs. McLeod: Again, we have not limited the advice OCUA could provide. While \$4 million is not a large sum of money to undertake the extensive capital renovations that might be needed, it could be, in some cases, supplementary to what is ongoing through the renovation fund each university has. I am not sure we would have wanted to limit OCUA in the advice it could provide to us on the use of the \$4 million.

Mr. Jackson: Let me go back to OSAP. On that point, you are saying you have not precluded that it might be an adjustment to OSAP. Therefore, it might be an adjustment to OSAP?

Hon. Mrs. McLeod: That was not something I specifically considered or have made as a suggestion. I am just suggesting that we have not in any way limited the advice OCUA could provide. As I indicated, I would not suspect that would be one of the areas they would recommend.

Mr. Jackson: Okay. I will leave that for now.

Mr. R. F. Johnston: Did you specifically identify any other groups besides the disabled and native populations or did you even identify those two? How did you do this with the council?

Hon. Mrs. McLeod: My recollection is that we just specified underrepresented groups.

Mr. R. F. Johnston: So it is much broader than that. Does this incorporate then, in your view, socioeconomic disadvantage as well or do you consider that handled by OSAP?

Hon. Mrs. McLeod: I think the focus of our approach to that is clearly going to be through the student assistance program.

Mr. R. F. Johnston: But if you look at participation rates, clearly that can be an identifiable criterion. Are you saying you are not expecting them to come back with suggestions on that area and it is just going to be the disabled and the natives? Who else do you think—

Hon. Mrs. McLeod: I would not expect them to come back with advice relating to the socioeconomic group, a disadvantaged and underrepresented group, given the fact that we have put considerable focus on improvement of

the student assistance program, which quite clearly identifies that.

Mr. R. F. Johnston: You could use the same argument for the disabled, if you want to use that, in terms of their financial capacity to get to university.

Hon. Mrs. McLeod: I am sorry. The same?

1630

Mr. R. F. Johnston: You could use the same argument. If you are saying there are major adjustments to student loans, you could use the argument that you have done that for the disabled as well. Why would that be such a factor for the socioeconomic group? Surely we recognize the fact that it is not just the financial dollars that they have at the point of entry into university that keep them out of university, but it is a whole set of other factors which have, generally speaking, caused them to drop out. This is what the select committee on education has been concentrating on in the last little while. It is not just a matter of their economic status at that time, but that they have been disadvantaged socioeconomically for years and therefore are now disadvantaged in terms of getting into a university.

Hon. Mrs. McLeod: In terms of the financial assistance needed to provide support to people to enter university, I think that is the focus of Ontario student assistance program. What I hear you suggesting is that perhaps there are special services needed by others than the disabled or native people once they are in a university setting to ensure they can continue. I think you could undoubtedly make a case for that.

Mr. R. F. Johnston: I was presuming one of those things you would be welcoming from the council would be some sort of notion of systematic remediation and other kinds of specialized assistances that could be available, or were you precluding that as part of what you might be anticipating back in terms of where it thinks the money might go?

Hon. Mrs. McLeod: Again, I am not sure we precluded any particular approach the Ontario Council on University Affairs might recommend. Obviously, there is going to have to be some focusing when we are dealing with what is a relatively modest targeted envelope of \$4 million. I suspect that the focus of their advice will be on some of the special services required in order to support underrepresented groups in the university sector. Quite clearly, there are special services which the disabled require.

There are also special services which we believe native people require to ensure, first, that

they would come in and, second, that once they are in a university they would be able to continue. There has been a lot written, I think, and a lot of discussion about some of the special services native people might need to continue. Counselling is quite clearly one of them.

Mr. R. F. Johnston: There has also been a fair amount written about what poor kids need to be able to help them stay there and the kind of ancillary services that are useful to them.

Hon. Mrs. McLeod: As I was suggesting, I think you could make a case for the special services needed by other groups within the university community. I would certainly not be averse to hearing that kind of case made. Again, there will have to be some focusing on the use of the \$4 million.

Mr. R. F. Johnston: Pardon me for saying this, but it does seem to me that the approach is a little woolly-headed and overly symbolic in terms of what its long-term value is going to be, if this is how it is being approached.

Hon. Mrs. McLeod: It will take on clarity and specificity as OCUA's advice is received and as we in fact determine how that money will be used. It will be quite clear and specific. Again, it is a question of having some starting points.

Mr. R. F. Johnston: I guess, but if I were in your position I would try to give direction of some sort so there can be a focus, because as you say, this is a very limited amount of money. But if you were going to do it, I would say you should advise the council to talk to the National Anti-Poverty Organization and other major poverty groups to see what they think would be useful and ways this kind of a small amount of money could be targeted. I would do the same with the disabled and I would do the same with the native populations, to give them a real say in what is taking place, or it is just a top-down decision being made for these groups which have been disadvantaged because of a lack of power as much as anything else in our society for a long time. I find the approach that has been taken worthy of some enlightened Tories. It is not exactly what I would have expected from this minister.

Hon. Mrs. McLeod: I find it difficult to know how we can be clear and specific in setting aside the money, which is a first-time fund to enable us to provide some element of programs in what is really quite a wide range of possible needs and priorities, how we could be clear and specific in announcing that fund and setting aside that fund and, at the same time, avoid the top-down,

seemingly paternalistic decision-making you are concerned about.

Mr. R. F. Johnston: It is quite simple. What you are talking about is a process orientation. Rather than just saying to the council, "You do it," it would be, "This is a goal of ours and these are the kind of parameters we are talking about, but this is the process we think you should undertake, which is to include these client groups"—or whatever we are going to now use as our corporate language for the universities—"and besides just identifying them, we want you to go out and test that marketplace"—I guess that would be the other word you would use—"and see what it wants." If I were in your position, I would also say, "Accept what they want." There is a slight difference in that position.

Mr. Chairman: Mr. Jackson, I saw your hand, but I have a supplementary on Mr. Johnston's question.

Mr. Jackson: Mine is a supplementary as well. When you refer to underrepresented groups, do you also include women in certain remote parts of this province who have limited access?

Hon. Mrs. McLeod: Women have certainly been an underrepresented group and have been identified as one of the underrepresented groups we have wanted to provide greater access for.

Mr. Jackson: You are confident that the council is considering them as well?

Hon. Mrs. McLeod: Yes. The direction to the council did not limit the nature of the underrepresented groups that could be addressed. I think it is important to recognize some of the good news in terms of women as an underrepresented group and recognize that at the undergraduate level that situation is changing and they are participating in greater numbers. I think there are still some areas in which there are some special concerns. The part-time students in more remote communities, whom we are attempting—

Mr. Jackson: We will get into that one later. You and I will go toe to toe on that one.

Hon. Mrs. McLeod: Good. I hope we will, because then we can talk a little bit about distance education and reaching students in isolated communities.

Mr. Jackson: My second question has to do with whether or not you will reject any recommendation from council that some of these moneys go into further studies. I draw the analogy to what the Minister of Education (Mr. Ward) did with the moneys for dropouts. It was not program-based. A lot of it was for teachers to

study the dropout problem as opposed to program access moneys. I do not wish to draw that analogy unfairly. I want to be comforted that these moneys will go into program and not into further study. Is that your understanding? Is there any reference in your terms of reference to that?

Hon. Mrs. McLeod: There is not a reference specifically in our terms of reference to OCUA. It would be my understanding that the likelihood of OCUA's advice is that it would be program-specific or service-specific.

Mr. Jackson: But you have not excluded that some of this money could go to study?

Hon. Mrs. McLeod: That was not a consideration. It is not something, therefore, that was specifically addressed.

Mr. Chairman: With respect to access and underrepresented groups and people dropping out, one way universities have provided for dropouts from high school to ultimately get into college or university has been the adult admission program for people over 25 with reduced qualifications. Do you have any statistics that show whether there are trends in that section? Will some of the \$4 million go in that direction, to allow adults who did not complete their high school to enter university?

Hon. Mrs. McLeod: You want us to address that specifically in terms of the \$4 million and university access for the adult student who may not have the qualifications?

Mr. Jackson: Are they part of the underrepresented groups?

Mr. Chairman: That is an existing way that people who perhaps are underrepresented do get into university. I am wondering what the trends are in that section and whether or not that is one of the areas in which the \$4 million could be used.

Hon. Mrs. McLeod: I confess I do not have a sense of trends specifically in relation to adults who did not have university entrance requirements.

Dr. Brzustowski: That is a difficult one. When the applications to universities for fall admission come out, they are divided into two categories: those that come from grade 13 or grade 12 with the Ontario academic credits; and those, who are called "regular" for some historical reason, who do not come from that source. The people you are talking about would be in that latter category, but some of them are people who simply completed high school and went to work for a few years.

We cannot separate those categories. It is a very volatile statistic. It does not show the regular trends the high-school leavers show. I think this year the increase in that number was rather small, was it not, Mr. Cummins? It is basically static compared with last year, but it fluctuated during the period that the applications were being reported. The number you are asking for would be buried in there. I do not know what the answer is.

Mr. R. F. Johnston: There is no information gathered that would tell us clearly who these people are? You are saying it is a mixture?

Dr. Brzustowski: Not in that statistic. You could contact the individual universities, which have mature student advisers who keep track of the individuals and provide counselling services and so on. The information exists locally, but it does not exist globally.

1640

Mr. Chairman: What made me think of it is that in our community at least—and I am sure it is true across Ontario—there is an increasing trend towards adults going back to school at the high-school level, and I just wondered whether it existed at the university level as well and whether the universities were sensitive to that being one way disadvantaged groups or underrepresented groups could gain access.

Mr. R. F. Johnston: Past federal studies indicated that people who re-entered or participated in continuing education tended to be people who already had degrees or some level of university or college education, and that people with grade 12 or less tended to have a much lower participation rate even in night school courses, let alone the notion of entering into universities. It would be interesting to see if it is possible to gather the information. I also think it would be important to gather the information in terms of the socioeconomic understanding of who goes to universities, as to just what the makeup of this particular group of students is and what the difference is between the colleges and the universities in terms of the makeup of these students.

I know it is difficult to gather this information, for any number of reasons, but as we continually found on the select committee on education none of the boards of education maintains statistics around socioeconomic factors. I would be very surprised, in fact, if there is a great deal of data available at the university or college level on that, partially because of human rights considerations and partially because it is something we

never seem to ask about. If I am wrong, I would be very interested to know, from either the deputy or the minister.

Hon. Mrs. McLeod: I am not sure how to add to that, other than a certain awareness—for example, if we talk about native entry to university—that some universities have provided a transitional year program. That would be focused, obviously, at a very specific group.

Mr. R. F. Johnston: Do many of the universities have full remediation programs for people to enter in that fashion or are they selective—a little English assistance here, a little math assistance there—when the identified problems show up in the first year? Are there many that actually sort of say, "We're going to bring in a block of people without that kind of background and spend some time giving it to them during their university education?"

Dr. Brzustowski: I am not aware of many; in fact only two examples come to mind right away. One is a program that the University of Toronto mounted to help some native people, sort of a pre-entry program. The other was the remedial courses offered by correspondence through the University of Waterloo program. I would have to say that I am not aware of any massive program across the university system which addresses these issues.

Mr. R. F. Johnston: It is something the colleges have tried to deal with, as I understand it, and we will get to that a bit more when we get to the college system.

Mr. Chairman: Is the committee ready to move along to vote 702? I guess I will pose the question I posed earlier, whether you wish to stack the votes to the end, which allows us the flexibility to come back to the general question if you wish, or wish to vote as we go? Any thoughts on that, gentlemen?

Mr. R. F. Johnston: We should stack them, as we agreed.

Mr. Chairman: Stack them, as we agreed. Is there a concurrence? Okay.

Vote stacked.

Mr. R. F. Johnston: Sorry. I have one small question on this one. Under vote 701, on page 14, there is a discontinuation of the \$41,000 grant to Frontier College. I presume that was therefore being assumed by the Ministry of Skills Development, but when I looked at that ministry's estimates I could not see it referred to. I wonder if you could clarify that for me.

Hon. Mrs. McLeod: It is not referred to in their 1988-89 estimates?

Mr. R. F. Johnston: Right. I think it was the 1988-89 estimates I looked at. Yes, it was, because we have them already.

Hon. Mrs. McLeod: The question still stands. It did not appear in their estimates?

Mr. R. F. Johnston: Yes. I did not see it there and I wondered where it had gone to. It may be that they did not identify it, as you always do, because it is not that large an amount of money. I am interested to know.

Hon. Mrs. McLeod: We discontinued it. It was our understanding that Skills Development was considering that funding, because it is in the area of literacy.

Mr. R. F. Johnston: So yours is discontinued and you think they assumed some sort of cost of it, but you are not sure what. We will take it up with them. I thought it might have been a sort of recognition that the same kind of amount was going to be transferred.

Vote 702, university support program; item 1, program administration:

Mr. Chairman: Vote 702 deals with the university support program. Does the minister or deputy have any words of summary to start us off on this section or should we go straight to questions?

Hon. Mrs. McLeod: I think that summary words were already in the estimates speech and in the response.

Mr. R. F. Johnston: Could we look at the capital projects grants? Page 35, I guess, would be the best place to go. The universities have for a long time been saying that there has been no recognition of their capital needs for many years. Although I think they recognize that the Liberal government has certainly done more than the Conservative government preceding it, they—I think in January 1988—suggested to the Treasurer (Mr. R. F. Nixon) that \$862 million over a five-year period was required for a capital grant, an average of \$172.4 million a year.

If I look at the figures here this year, you seem to be virtually flat-lining the amount of money. It has gone from \$66 million to \$67.7 million, an increase by staff's estimates—and I always trust them; I would never trust myself to calculate it—of 2.57 per cent. I wonder why you would have increased the amount under this capital projects section by less than the amount of inflation when you have recognized in speeches—and your predecessor certainly has—the deficit situation or the problem that has accumulated for them with the previous regime. I wonder if you could explain that.

Hon. Mrs. McLeod: I should mention as well that the indication of \$10 million in temporary accommodation support is in addition to the figures here and would appear in the following year's estimates, but that is committed money which has already been allocated for this year. There is that additional \$10 million a year over the next four years.

Mr. R. F. Johnston: Right. That is over four years, is it?

Hon. Mrs. McLeod: Yes, \$10 million per year for four years. I agree that this commitment to that level of funding is a commitment in the last budget, which is the same level of funding. To the best of my understanding, that is the first longer-term commitment of capital funding that has been made, so we know we can count on that level of funding for the initiation of new projects over the next four-year period. To me, it represented stability in terms of the promise of continuation of that level of capital funding.

Mr. R. F. Johnston: Absolutely.

Hon. Mrs. McLeod: I recognize, obviously, that there are capital needs beyond what are being met with this allocation, but the volume of capital needs is such that we have to do it on a year-by-year basis. This gives us a projection into the future to be able to ensure that we can continue to deal with those needs.

Mr. R. F. Johnston: First, let us make it clear that I supported the OCUA's contention that there should be this annualized budget item which could be expected, so it could plan for a change. That is a useful change, and I applaud that. My concern, when I look at the way the money is broken down, is \$20 million out of this is going to actual renovation. The OCUA recommended an expenditure of almost \$60 million total, I guess, \$38.3 million for new major repairs and renovations and \$21.6 million for deferred repairs and renovations, which is of course almost three times the amount you have actually allocated here. Again, the increase in real dollars over last year is less than inflation, so that in fact you are flat-lining or even worse what the universities were budgeting last year in real dollars. Again, knowing what the deficit is, why did you not at least match inflation with your plan for a regularized amount here rather than cutting back in that fashion against real costs?

1650

Hon. Mrs. McLeod: Again, all I can do is reiterate my earlier comments. We know there are needs that exceed the dollar allocation that we have to meet all those needs, even over that

four-year period. There is a list of capital projects that we receive from the universities. It is quite clearly in excess of what can be funded with this dollar allocation.

Mr. R. F. Johnston: But to slip below inflation is to be losing in a long-term battle rather than even staying apace, if nothing else.

Hon. Mrs. McLeod: I am sure the case for continuing and increasing needs is one we will continue to make in budget deliberations, but at the present time, what this represents is a commitment of future budgets, and that, as you have acknowledged, is somewhat unprecedented.

Mr. R. F. Johnston: It is not a hollow commitment in the sense of being that extreme and I would not want to make it sound that extreme, but if each year from now on it is going to be worth less this year than it was last year, then the students are going to be in the position they were in when they had the Tories to deal with. I just encourage you not to lower it below inflation again.

I have one last question and then I will turn it over to Mr. Jackson. I am sure he would like to ask questions on this.

I have not been too clear on exactly where things stand at this point on your student residence program. This \$65 million was to be spread over what length of time?

Hon. Mrs. McLeod: That is 25 years.

Mr. Jackson: I want to go to the previous panel, which again deals with the growth in the minister's staff complement. On page 31, you show your complement in 1988-89 as 36. Your previous two estimates do not show complements in them. Could you get that information for us and/or respond to the increase in that panel of your civil service, your bureaucracy, your ministry.

Hon. Mrs. McLeod: We can provide you with specific information. My understanding is that under that particular budget, that would be an increase of 10 in the complement. There is an increase in staff complement of 10 from last year's estimates.

Mr. Jackson: And the year previous?

Dr. Brzustowski: The year previous was 30, so there was a decrease of four and then an increase of 10.

Mr. Jackson: What was that increase of 10? What was the basis for that? It is not commented upon directly. Maybe the minister can comment on it.

Dr. Brzustowski: Part of what we are looking at here is growth in the complexity of the administration of programs, in which targeted funds are being monitored on a much more detailed basis than the block grants. Accountability measures for the funds require a fair amount of administrative work of a much more complex nature than before; for example, research overhead funds and funds to purchase undergraduate laboratory equipment and library materials, and programs like the faculty renewal program.

I would simply label this a workload requirement, given the complexity that has grown in the programs operated by the university relations branch. We can get much more detailed responses, but as an overall impression, that is my view of it.

Mr. Jackson: Okay, that is a fair answer.

I have a lot of concerns about the way the government approaches the envelopes and targeting funding, and how it can direct post-secondary education through turning on and turning off these valves or envelopes of money. In my most recent conversations with university presidents and the presidents of community colleges, they too have to do what you have done on page 31. You have increased your staff by 10 in order to handle the complexities in the labyrinth of funding formulae which you have now put forth from your ministry; but so too do the universities and the community colleges, they have to cope with that.

When I talk to the presidents, they indicate that they have to expand their staffs in order to deal with these complex formulae as well as to complete applications for purposes of compliance for those funds, and then there is more generally the issue I raised earlier about pay equity and other government initiatives that filter down to the university level. They have to expand.

My question generally has to do with, if you recognize your need to expand, in what way have you recognized those increased costs at the university level and at the college level, even though we are talking about university support programs? How are you recognizing those additional burdens that you are passing on to those institutions in terms of your funding?

Hon. Mrs. McLeod: I think we perhaps need to separate out programs that are at the initiative of the ministry and the targeted funding, which is a university program, as you know. The change is perhaps in relationship to universities rather than colleges in the sense of the targeted funding and government saying this is a priority which,

along with the university constituent groups, we have identified as being an important one. This funding is to address that particular need. That does represent a change in the way in which government relates to universities.

It is clearly not directive. The funding that has been provided is provided to the universities, which in turn opt to participate in that, and I think it is important to recognize that. Because it is a new approach for the university relations branch to be taking, this has increased the workload. It is something that simply was not done before. There was not a degree of centralized monitoring.

Mr. Johnston has asked a number of questions about centralized data gathering, which is important for our understanding of the implementation of policies. That was not something we were carrying out in the past. It is something which, under the targeted funding, we must carry out. If we are to target these funds for a specific need, we have to ensure the funds are being used for that need. I think there was a very direct increase in the workload for the university relations branch in having established those envelopes.

In terms of additional work at the institutional level, no, we have not provided specific funding in order to carry an additional administrative load. Quite clearly, it would have to come from the operating fund transfers. If I look at one of the targeted funds, the research overheads, it is designed in fact to offset some of the costs the universities have been carrying without support in that whole field of research. It is clearly an additional support to the university, not a burden for it.

Mr. Jackson: That is a rare example among many. I am asking a very general question about the downloading of responsibilities, as it were. In the whole medical and science fields, for example, the new legislation on labelling workplace hazardous materials is causing a considerable amount of concern at the university level, both in terms of very costly modifications and upgrades, as well as monitoring and education programs for worker safety. Researchers are workers. Students in that environment with the professor have a worker relationship as well. Nowhere are we indicating the additional funds necessary to implement these goals. Pay equity is another example and there will be several others.

I was using this example of what you have had to do as a ministry, expand a department extensively in order to deal with the broader issues of accountability. I am merely asking you

to suffer on the university community the same thing as when you suffer on yourself when you go to Management Board, and that is to go and get some more money. That is as simple as I can be with that question. It is a double standard unless you are prepared to reflect in your grants that which you are imposing on the university to be more accountable, to be more consistent with legislation, which is perhaps safer, fairer, more equitable or whatever.

Hon. Mrs. McLeod: Of course, we do respond to the concerns of the institutions in changes in operating grants.

Mr. Jackson: That is the double edge of the sword.

Hon. Mrs. McLeod: That is where 99 per cent plus of our budget goes, in direct transfer payments to the institutions. The amount that is retained for administration of programs in universities and colleges is a very small proportion of this budget.

Mr. Jackson: Well, I do not buy that whole argument, but—

Hon. Mrs. McLeod: I am not sure if you specifically want to address the hazardous materials one. I think it is important to address some of these issue by issue, and we can certainly talk about that one.

Mr. Jackson: We will. We still have seven hours left. We have lots of time to get into it.

1700

Hon. Mrs. McLeod: In terms of the hazardous materials, the colleges already keep the lists that are required under the Occupational Health and Safety Act. The universities, through the Council of Universities, are participating in the task force that is looking at the regulations. Quite clearly, they have expressed their concerns and my understanding is that they are continuing to deliberate on what is the most effective method for universities to meet those requirements.

Mr. R. F. Johnston: I would like to go back to capital projects again. Concerning the \$10 million for the accessibility package that was there, two things: Where does it show up in the budget? It is not on this page and I did not know where to find it. I looked for it but could not find it.

Hon. Mrs. McLeod: It is my understanding that would not appear in this estimates book. It will appear either in the form of supplementary estimates or a Management Board order, but the money is clearly committed and the projects have been allocated.

Mr. R. F. Johnston: It has already been spent, as I understand it, or it is being spent. It is allocated; let me put it that way.

Can you tell me from the actuals from last year, which universities did not want money; and why you only spent \$60 million instead of the estimated \$66 million?

Hon. Mrs. McLeod: I can certainly tell you that I am not aware of any universities that did not have capital requests, but there was a reduction in the amount of money that actually flowed over that period of time because of a slowdown in construction, largely due to construction strikes as I understand it.

Would there be any other explanation of that?

Dr. Brzustowski: That is the only one that comes to mind.

Mr. R. F. Johnston: Does that mean we underspent by 10 per cent because of that, and that money, I presume, is lost now? Is it lost money that could have gone into construction this year?

Hon. Mrs. McLeod: If you will give us just a moment, we can give you a very thorough answer.

Dr. Brzustowski: The commitments were honoured. The draw on the cash was not as great from the institutions as had been expected. I think if you want any more detail, it would be best to call on Rodger Cummins, director of the university relations branch, to explain this in some detail, but certainly some of these projects are slower to get started than one expects. There was the construction strike. All the commitments that had been expected to be made were made and were kept. Could we turn it over to Mr. Cummins, if there is any more detail.

Mr. R. F. Johnston: When was the strike exactly? Was it in the spring and would this budget not have ended as of March of this last year? How does the strike affect this?

Mr. Cummins: The capital program involves many multi-year, major capital projects, and we make commitments to those projects. Some of them are at various stages of their development each year. At the beginning of the year, all we can do is take the information from the universities as to how much cash they need to draw to supply their cash requirements in that year for the capital projects.

Last year, the cash draw was not as great as was expected for the major capital projects. In fact, we sped up some of the cash flows in the renovation projects because we were not drawing as much in the major project category.

Mr. R. F. Johnston: Let us be clear about a few things because I find this a little bewildering. The construction strike, therefore, had nothing to do with this. It came after the annual—

Mr. Cummins: For the 1987-88 year, strikes were really not a significant factor. The major factor was simply that the institutions did not progress as quickly in many of these projects as they said they would, and therefore the cash draw was not as large as was projected at the beginning of the year.

Mr. R. F. Johnston: It also seems to say to me that we do not have a very sensitive or sophisticated manner of tracking this quickly enough to get other projects on stream, because we know the demand out there, as I was facetiously saying to the minister, is great in terms of projects. What can be done? This is \$6 million that is lost now, as I understand it, to capital.

Mr. Cummins: The commitments are all honoured over a multi-year period. Each year we make commitments for not only the current year but also the three succeeding years.

We have many major projects under way and the institutions, I think, had a great deal of work undertaken and were not able to push some of these projects along as quickly as they had expected. We receive quarterly reports from them, and therefore we make a lot of adjustments between projects during the year. If someone is moving faster than projected, we move the money there immediately, away from another project that is slower than anticipated. None the less, on an aggregate basis, we did not require the full amount of funds.

Mr. R. F. Johnston: The \$6 million is now within the \$67 million for this year's allocation and is therefore moving along that way, and the money, the real estimates for this year, are lower than they are? Has Management Board taken back that money or does that money continue to exist in a pot somewhere that is available to somebody? How does that work?

Mr. Cummins: We have made commitments to major projects, to stated amounts for those projects.

Mr. R. F. Johnston: Will that be subsumed in the \$67 million estimate?

Mr. Cummins: I do not have those figures in front of me.

Mr. R. F. Johnston: That is this year's estimate.

Mr. Cummins: Yes. We have that, plus we have the supplementary estimate for the special enrolment accommodation.

Mr. R. F. Johnston: In other words, the \$6 million has been lost and is now rolled into this year's budget?

Mr. Cummins: Well no; it is multi-year, do not forget. These projects go on for two, three, four years.

Mr. R. F. Johnston: But budgets are not, and I need to know. The actual expenditure from last year was \$60 million. We are now budgeting \$67 million for this year. It strikes me that commitment was made and you are saying that is going to come out of this \$67 million or money from the future, but of the estimated \$66 million that we budgeted last year, \$6 million of that was not spent and is now gone.

Hon. Mrs. McLeod: I think that is an accurate statement.

Mr. R. F. Johnston: Okay. Given where we are in terms of overcrowding and the need to do major capital repair, I guess I would just suggest to the minister that we really need to find a way to make sure this does not happen again. Some kind of co-ordination, or co-ordination has to be enhanced, because I am sure co-ordination is there, with the Council of Ontario Universities or whomever you operate through, whether it is individual universities or however you decide upon the priorities as you go down.

We are actually now talking about an estimate for this year which, if you want to look at it that way, is considerably lower than last year's estimate, because it now includes that \$6 million for last year as well. Those are real dollars. I do not know if there are mechanisms that can be used to improve that, but to lose \$6 million of stock, whether it is renovation or new facilities at this stage of the universities is a real shame, it seems to me.

One final thing on this is that I am still not clear what the premise is for your annualized amount, especially now that I hear the way this works, with the lost money from last year being rolled into this year's amount so that the increases are not even as great as I thought they would be. The university community says, "Let's get recognition of what the worth of our capital stock is and have an amount each year that reflects one per cent or 1.5 per cent of that." From your perspective, as the manager of this ministry, what is the principle upon which you have decided that this \$67-million figure is based?

Hon. Mrs. McLeod: Quite clearly, Mr. Johnston, the \$67 million figure is based upon the allocation we have in the budget for capital projects in the university community.

1710

Mr. R. F. Johnston: When you argued for it from the Treasurer, as you did no doubt, how did you base your argument? Let me put it that way. If you are saying he is giving you only that much—I know the Treasurer does not give you specific line items; you decide on the line items within your ministry—how do you rationalize how much you are putting forward? Is it based on a percentage figure to try to get that kind of very sensible budgeting process under way which was never there in the past? I applaud you for having an annualized figure, but what is the rationale?

Hon. Mrs. McLeod: Let me clarify your question. You are asking, given an allocation of \$110 million, how we determine the apportioning of that fund to different capital projects, to different priorities?

Mr. R. F. Johnston: You can put it that way if you want. You have come to the opinion that \$67 million within your overall allocation from the Treasurer is the appropriate amount for this section. I guess I want to know from your perspective what the rationale is for that appropriation. Is it on a basis of percentage of the value of the stock, as the universities would have it? It is obviously not a notion of how you keep up with inflation. What is the presumption you are operating on when you decide you are going to put \$67 million rather than \$70 million in there and get rid of the \$4-million accessibility package or whatever you may have decided?

Hon. Mrs. McLeod: There were two very specific programs within that. If we take the full \$110 million, the \$10 million was clearly a specific program. The other specific program was the \$5 million which is the first year of the university residence programs. That was a commitment from that. The division between the universities and the colleges capital projects is based upon an apportionment which is somewhat historical but based upon—

Mr. R. F. Johnston: It made it even worse.

Hon. Mrs. McLeod: It is two thirds/one third, and I was just wondering if we have a specific base for that figure.

Dr. Brzustowski: It is proportional to enrolment.

Mr. R. F. Johnston: So the basis for the differentiation between colleges and universities is the enrolment figure, but enrolment clearly does not have anything to do with your appropriations to the university sector. Or does it?

Hon. Mrs. McLeod: In terms of appropriation of the funds to each university? The renovation fund would be based—

Mr. R. F. Johnston: Your total amount here. We know that enrolment is up by six per cent at the moment. Is that a factor in determining what your percentage of allocation for capital grants is going to be to the universities?

Hon. Mrs. McLeod: The most direct correlation between the capital grants and the enrolment increase would be the \$10 million in temporary accommodation that was provided for each of the next four years.

Mr. R. F. Johnston: So it is not a factor for the overall amount. I would be interested in knowing—

Hon. Mrs. McLeod: It is a factor in being able to have ensured a commitment to capital needs and to the future, but quite clearly we have continued our commitment to the colleges as well and to the renovation and new starts they need, even without a corresponding increase in enrolment. I think I would have to draw the most direct correlation as being the \$10 million additional.

Mr. R. F. Johnston: I guess I am just presuming it would be helpful to have a principle upon which this was based and then there would be a rational expectation for where it would go in the future, but I am not getting anywhere, so I will let someone else ask questions.

Mr. Jackson: The previous ministry staff person referred to this \$6 million. We are halfway through the spending of the estimates we have in front of us. Is there any indication now that any of the projects are expressing some degree of difficulty in meeting their target? Are there any you have been advised of with respect to later starting times or any construction difficulties which will indicate to us, for example, that this year's \$67.7 million estimates might be next year's reported \$61 million actual?

Hon. Mrs. McLeod: Of course, Mr. Jackson correctly identifies the construction strike, which I was referencing was this summer. It would undoubtedly have an effect upon the startup and completion of current projects. It is entirely possible that there would be some delay in projects which were allocated this year. Certainly the projects from the previous year are proceeding.

Mr. Jackson: I understand multi-year. I have done construction. I understand all that. I am just trying to get a sense from your ministry of where these dollars may or may not be totally spent this year. If you have a sense of that currently, then we would like you to share that with us. If you do not have a sense of it, it reinforces Mr. Johnston's point about somewhere there is a

breakdown in terms of monitoring and making sure that the moneys are spent.

Hon. Mrs. McLeod: We are obviously monitoring that fairly carefully.

Mr. Jackson: If you are monitoring it very carefully, then maybe you can share that with us. You are halfway through your total expenditure.

Hon. Mrs. McLeod: I would ask somebody else to give you the specific dollars.

Mr. Jackson: I am not asking you to do it.

Hon. Mrs. McLeod: But yes, I agree that there are certainly some delays similar to last year's in projects that were allocated for this year.

Mr. Jackson: Delays also imply penalties and that may be another issue which we could get ourselves around, but I do not wish to complicate it even further. At this point, it would be a victory to be able to understand if we are going to spend all that money, let alone how much of it may be reflected in penalties because of late construction starts.

Hon. Mrs. McLeod: Were we at a point to be able to add any specific figures to that now?

Dr. Brzustowski: I think we should say that, first of all, we monitor the progress through a series of forms which we need for accountability reasons, but on top of that we have asked the universities to give us in qualitative terms a description of any factors which may be causing them to accelerate or decelerate their projects, so within a few weeks we will have a very clear picture. We are quite determined that we shall watch this whole situation very carefully and, as Mr. Cummins said earlier, put the money where it can be spent this year. If it cannot be spent on some of the projects, we will move it around. But we are very sensitive to this issue.

Mr. Jackson: That is really good news to hear, because it contradicts what we are hearing from other ministries. I would like to know where you get your magical touch. Each ministry is reacting differently to Mr. Elston's general restraint order from Management Board of Cabinet.

A general question to you would be, how are you reacting to it? The Treasurer promised, when he increased taxes by over \$1 billion, that he would reduce spending by \$500 million. So you have a piece of that challenge that was conveyed to you very directly.

In the Ministry of Transportation, Ed Fulton unilaterally cancelled a capital project which he had announced. They campaigned on it in the previous election. All of that was in place, but his

reaction to the general restraint order was to cut that project. I know that in the Ministry of Education, Chris Ward cancelled the computer funds. They campaigned on that. It was a promise.

How have you been able to escape that when all other ministries have done it? Where, particularly, is your cut going to be—or are you favoured by the Treasurer and you are exempt from the cutback? Mr. Johnston and his staff have clearly identified the \$6 million that occurred for a variety of reasons but I know that can sometimes not be the universities' choosing; it sometimes is the ministry's choosing. "We are having some problems and we would like you to delay." I am not saying you have done that, but I know in other ministries they do it.

Hon. Mrs. McLeod: You have raised a number of issues and quite clearly—

Mr. Jackson: You can take them in any order you like.

Hon. Mrs. McLeod: —the Treasurer treats all ministries with consideration of their needs. He does not give special favouritism to one or the other or less consideration to one or the other. Quite clearly, our ministry will be committed to working with the budgetary position of the government. So the terms of the cut—

Mr. Jackson: Can you answer how much of the \$500 million you have to come up with?

Hon. Mrs. McLeod: I can give you that figure at an appropriate time. I cannot give it to you right at this moment.

Mr. Jackson: Okay, that's fine.

Hon. Mrs. McLeod: Part of your question was how we would respond to the capital issue and I think—

Mr. Jackson: No, if the cutbacks were going to be manifest in capital. I realize we are on very tricky ground here because you may not wish to expose where you are doing your cuts, but I feel in estimates it is a reasonable question to be asking. I am not saying you are doing it in capital, but since we are talking about it, it would be nice of you to share with us whether that is in fact where you are going to do it.

I know you will experience increased pressures by virtue of the labour strike this past summer. I am just trying to get a better sense of where we are going to be a year from now when we are starting to look at those actuals. You must be planning as to where you are going to have your cutback.

It is not in salaries, because I have seen them. You are growing in a lot of areas. I know you

have hired those people. You cannot cut them back.

1720

Hon. Mrs. McLeod: As you indicate, there is some sensitive ground, and I want to be able to ensure that I can give you the figures that you need at the most appropriate time. I would like to assure you, first of all, that there is no message nor, to the best of my knowledge, at any time has a message gone out to either the university or the college community that we should slow down the projects. In fact, we are anxious to proceed with the projects as quickly as is possible. That message does not go out and that is not one of the ways in which, to the best of my knowledge, we would attempt to meet any degree of constraint.

Mr. Jackson: That would be appreciated.

Hon. Mrs. McLeod: The commitment to the projects is there and that is ongoing. We have been flowing the money as that money is in fact required. In terms of being able to start a new project in midyear, given our ongoing commitment to the projects that have already been announced, I think that might be difficult to finance. That might be a step that Management Board would have some very real questions about.

Mr. Jackson: I am not suggesting that.

Hon. Mrs. McLeod: I cannot indicate to you that we could take money that is not currently used in this year and apply it to new projects as well as maintain our commitment to the ongoing projects, but I can assure you that we are flowing that money as it is required.

As to the answer to the constraint question, I will certainly respond to you as fully as I can tomorrow, if possible.

Mr. Jackson: You gave Mr. Johnston assurances that you would try, wherever, to limit the \$6 million evaporating in terms of commitment. You have now just told me that you cannot approve new projects in midstream, that they only flow where need exists. It is a form of contradiction.

Each university has a list of one through 20 of its renovation needs, the same as we do with our school boards. By some mechanism, you determine that requests 1, 7, 8, 9 and 10 will be dealt with out of this year's allocation. It does not mean that in any given year you do not have a whole list of capital projects that have been examined in terms of their bases of need and priorities.

Hon. Mrs. McLeod: And in each year we go through a very intensive exercise of determining the priorities within that list.

Mr. Jackson: I am not arguing about the process; I am arguing about what you do when you get a \$6-million shortfall. You told Mr. Johnston you would help the system to ensure that all the money was spent. You just told me that you would deal only with those projects that were approved.

Hon. Mrs. McLeod: I am not sure I heard anybody indicate that there would be a new allocation in the midst of a year or that there would be a new project approved. I did not hear that statement made and I think it is important to correct the record to that extent. I believe Mr. Cummins, when he talked about monitoring the flow of money and the progress of particular projects, said that if there was a cash flow needed in one area and not in another, if the need for that cash flow was being incurred, it would be flowed there-

Mr. Jackson: I understand how that works.

Hon. Mrs. McLeod: —but not that there would be new projects undertaken prior to the next year's allocations. That statement was not made.

Mr. Jackson: Then Mr. Johnston's fears are correct. In fact, if, for whatever reason, funding does not flow, there would not be an attempt by the ministry to ensure that those funds are spent by whatever method, whether it is a new project or a project that has phase 1 approved but we could start phase 2 in midyear. You have no mechanism in order to allow for that to ensure that this \$6-million shortfall, quite frankly, does not recur.

Hon. Mrs. McLeod: That has not been past practice, to the best of my knowledge.

Mr. Jackson: My parting point to you 10 minutes ago was that, with the labour dispute, that figure could be as high as \$10 million this year. We do not know. Given the capital needs in our universities, clearly, there has to be some method.

I know the Ministry of Transportation can fill that, so I know there are processes within other ministries to ensure that all those total dollars are spent. They would put sound barriers in the second phase along a highway; they will do any number of things to make those decisions to ensure that the total dollars given by the Treasurer are spent.

That is really what we are trying to appeal to you to examine, from your management responsibilities, to ensure that those moneys are spent. Otherwise, you have answered my previous question, which was with respect to where you

are going to come up with your piece of the \$500-million cutbacks that the Treasurer has indicated he would like to honour when he reports in the spring.

Hon. Mrs. McLeod: Again, all I can comment on is what happened last year, what has been past practice, what we currently have in our estimates. When there is something more specific that I can add to that, I will do so.

Mr. Owen: I wonder if you can give us something of an update with regard to the twinning of the two provinces of Jiangsu and Ontario. I know they worked out a program in 1986, I think it said on page 57, with regard to an academic exchange. I have heard that whatever has been spent has in large part been paid for by Ontario. I have had some suggestions made to me that the contribution by China has not been as substantial. Maybe you could clarify some of my concern of what I have heard about that program.

Hon. Mrs. McLeod: I was actually looking for Maria Cioni to comment in more detail.

My understanding of the exchange program is that there have been faculty and students from the province of Jiangsu participating in Ontario and we have had Ontario faculty participating in the Chinese part of the exchange.

Mr. Owen: But only faculty.

Hon. Mrs. McLeod: Only faculty, and that is the case again this year.

Dr. Brzustowski: Joy Gordon can speak to that.

Mr. Chairman: Who are you requesting to come forward?

Dr. Brzustowski: Joy Gordon, from the international activities unit. I wonder if she could help us.

Hon. Mrs. McLeod: Ms. Gordon was just confirming the information I had already provided. Essentially, it is faculty and students who are here from Jiangsu, and we have faculty there. The agreement is being renegotiated and there is an interest in ensuring greater college participation in the Jiangsu-Ontario exchange.

Mr. Owen: Have we been paying almost everything for the people who are coming here, their tuition and their expenses, as well as the faculty who have gone there and their expenses, or has China been contributing financially, other than providing the tuition in that country?

Hon. Mrs. McLeod: My understanding is that we have been paying for the people participating in Ontario while—

Mr. Owen: What about the person or persons who have gone from here? I know they provide the tuition, but have we been paying for the transportation to get there and to return? Have we been paying for their support there? I am wondering where the balance is between the contributions. Is this maybe the way the agreement was written? Is it fair or equitable?

Hon. Mrs. McLeod: In the current agreement, each province pays the cost of the travel for its own scholars and supports the visiting scholars through their fees, housing, living costs and medical costs.

Mr. Owen: Do we pay for our people living there?

Hon. Mrs. McLeod: We would pay for our people travelling, but the province of Jiangsu would pay for them in China as visiting scholars. We would pay for the Chinese faculty and students here as visiting scholars. Jiangsu would have paid their travel costs.

Mr. Owen: Is anything being done to encourage the opportunities that may be available there to our students to go there and to study? Is there any program that they think might be particularly attractive, to get a little more interest going?

Hon. Mrs. McLeod: I am not sure about specific programs. Ms. Gordon might be able to add to that. As I indicated, the agreement is being renegotiated. I think there was a concern on our part about the involvement of colleges in the current program. That might be a focus for the future.

Joy, did you want to add anything more specific to that?

1730

Ms. Gordon: The only thing I might add to that is in the general direction of the internationalization of business curricula at our universities and colleges. With the establishment of an institution such as the Ontario Centre of International Business, we will see more of that kind of activity, we hope, of Ontario students wanting to study in some of the favoured trading nations, in particular with China and the Pacific Rim, China and Japan being two of them. I know this is part of the consideration in the agreement that is being negotiated.

The other thing is that the institutions themselves have the autonomy and do go out on their own to seek out these opportunities, and those are increasing.

Mr. Owen: Has the language problem been rather insurmountable?

Ms. Gordon: I would not say insurmountable. The fact is that the interest is there and there is a great deal of will to overcome that. Of course, the other thing is that in doing this, although the foreign nations do recognize English as their second language and want to increase their opportunities to learn English, we are going to have to adapt ourselves, too, to learn the language and also the culture of the foreign countries if we believe in the global economy.

Mr. Owen: That is partly what the purpose of the program is.

Ms. Gordon: Yes, very much so.

Mr. R. F. Johnston: I hope we are not studying multinational corporations when we do this. You are not telling me these are courses on multinational corporation ethics or anything, are they?

Mr. Chairman: No, the Chinese are learning Canadian entrepreneurship. I thought I would throw in that word.

Mr. R. F. Johnston: Let's deal with accessibility while we can under this section of your estimates. The amount of money that is being put forward has been, up to this year, an annualized amount which was put in to meet the needs of the new student enrolment figures for that year. This year, I gather you are now saying that money is to become part of the base budget, recognizing the cost of the students. Can you explain that to me a little bit?

Hon. Mrs. McLeod: Yes, I can, although again I think you are going to be concerned about a lack of specificity in the way in which that will become part of the base budget. Once again, we have asked the Ontario Council on University Affairs for advice on how that can best be incorporated in the base budgets of the universities.

The indication in the last budget was that the \$88-million provision to allow additional funding for new enrolments would be incorporated in the ongoing base funding of the universities. The reason for doing that was very much in response to a concern being expressed by the institutions about the funding we were providing for growth in the sense that they were not sure whether or not that was long-term funding or whether it was only to address what we believed to be, at one point, a temporary bulge in enrolment. The difficulty with not knowing whether it would be long-term funding was that they felt they could not then use those dollars to hire faculty, to make commitments to program expansion, to the

startup funds for some program expansion in certain areas.

We were responding to their concerns to know whether those dollars would continue to flow. So the commitment in the last budget was that those dollars would be incorporated in the base funding. How that becomes part of the ongoing funding of the universities is something we have asked the Ontario Council on University Affairs for advice on.

Mr. R. F. Johnston: The other fact that the Council of Ontario Universities especially seemed to always be raising was that, first, there was a fear that this might just be short-term money that would not continue at all. Now, if we look at the \$88 million, how does that relate, in your view at the moment, to the real costs of the student as he or she goes through the system?

I think the argument was made that this is an incremental cost rather than a static cost and that if it were flat-lined, the universities would be picking up the accessibility costs as the student got into later years. Can you respond to that? I gather that is part of what you are asking the Ontario Council on University Affairs to look at, but from your perspective you must have looked at that argument and decided what you thought about it.

Hon. Mrs. McLeod: Yes, and it is complex. I am going to speak to the best of my knowledge on it and if there are additions the deputy minister or others can make, I will invite them to do so.

Of the funding which is being provided for next year, of the \$88 million, we will take out the \$4 million we have reserved with respect to an earlier discussion this afternoon; of that \$88 million, we have the \$84 million. There will be a portion of that money required to fund the flow-through cost of the students who were admitted this year. There will be the money provided in this year's budget for the growth and new growth last year; the flow-through of that will have to come out of that \$84 million, and we recognize that as a part of the cost.

As well, there is the balance of that money which becomes a cost per student for newly admitted students this fall. Obviously, then, we have to look at the balancing of the first-year class in relationship to the class which is leaving and what that does to overall enrolment growth on a year-by-year basis. I think the whole question of retention comes into that calculation. It is difficult to predict exactly what this year's first-year class will mean in terms of next year's overall enrolment, but that is obviously a figure we are conscious of.

Mr. R. F. Johnston: I agree that it is a difficult budget forecasting thing to try to do. I am not sure and I want to just see if I am hearing you correctly on this. Is the commitment to assume all those flow-through costs, and you are not sure what they will be, or is it that you are budgeting \$84 million, a section of which is to deal with flow-through costs which may or may not be 100 per cent of the actual flow-through costs the universities have to cope with?

Hon. Mrs. McLeod: The entire \$84 million, obviously, is going to be transferred to the universities. The portion that would be recognized as meeting the flow-through costs can be determined fairly exactly once we have the final enrolment data in. We then have the balance that would be recognized as new growth. In terms of ongoing flow-through, that is something we have to discuss in next year's budget allocations: what we would anticipate the cost to be for continued flow-through or anticipated cost of increased enrolment and what we feel we can commit of another budget. That would be pre-empting the next budget discussions.

Mr. R. F. Johnston: If I can use good old free market language, if that now is going to be our proper mode for the sector, what is the bottom line? Is the bottom line that the universities are themselves going to have to pay to meet this accessibility package at some point or is the government going to be assuming 100 per cent of the accessibility costs for these additional students as they go right through the system? I am not clear on that yet.

Hon. Mrs. McLeod: The only bottom line I can deliver at this point is the commitment of the \$88 million in the last budget.

Mr. R. F. Johnston: And if that is not sufficient to meet the actual cost, then the universities will have to assume the rest?

Hon. Mrs. McLeod: I think you make that statement without our having had an opportunity to go into the next budget deliberations.

Mr. R. F. Johnston: I guess the important thing is knowing whether there is a commitment there in the government to meet real costs, 100 per cent costs, or whether it is going to be fudging on this; that the accessibility package will not be meeting the real-cost dollars of the universities and therefore they are going to be paying a fair chunk or part of the accessibility envelope themselves. That is what people in the university system want to know in terms of their plans for the future. Their hope was that the money which would come in would be meeting their real

student education costs. What I hear now is a bit of a hedge, that the budget will look at that, but not that there will necessarily be a commitment from the government that that flow-through cost will be assumed for all the students who are in the accessibility envelope as agreed by you and the universities in consultation.

1740

Hon. Mrs. McLeod: There was a change last year—it is quite obvious—in the sense that the dollars that were specified in the budget to meet new growth were kept. It was a very specific amount of money that was identified. In turn, the extent to which that is full cost per student relates directly to the number of students admitted. That is not something which is within the government's control. That is a decision the universities make.

Our commitment to the universities, quite clearly, was to indicate what funding would be available for the following year before they made their offers of admission this fall. We are precommitting next year's budget in order to give the universities an indication of the funding they can expect to support the students admitted this year. I would anticipate that we would be able to give a clear indication of next year's budget in time for them to make decisions for the fall of next year.

Mr. R. F. Johnston: You can clearly see, though, how the question of whether the flow-through cost is 100 per cent or not affects the whole notion of that full accessibility, because if it is not, then the universities, as they will make their budgets, will reduce what they really think they can do in terms of new students coming in the first-year package that year, and in fact the question about whether real accessibility is being provided will become more difficult. That is where, I guess, I am trying to find out what the commitment is to the 100 per cent of the flow-through cost of a student who came in on that package.

Hon. Mrs. McLeod: Again, I have to tell you the commitment that I have to work with is a commitment of next year's budget, which is the \$80 million, a commitment that was made in time for the universities to respond, knowing what the following year's allocation would be for support.

Again, we would make a commitment of the expected funding well in advance of the universities having to give their offers of admission. I am very conscious of the implications of the concern for funding dollars, as you expressed them. So yes, those are figures that we will certainly be working with and conscious of and be discussing

within government as the budget is developed. I cannot indicate what the budget figure would be for next year.

Mr. R. F. Johnston: I am not asking for an amount; I am asking for a commitment. What I am basically hearing is that the universities are going to be squeezed in this, in the sense that they know what the amount of money is that is going to be in the total package; they will be able to project through who they think is staying and to go on to second, third and fourth year through this process, and they will know what their cost per student is for each of those students. They then can subtract from the total package how much they are going to have left for a real accessibility envelope for the first-year students the next year.

The real impact on whether or not kids get in may be made in those terms, because there is no first-hand commitment to saying that anybody who is in, who came in on an accessibility package, is going to be paid for 100 per cent. Therefore, they are going to meet real accessibility needs as they keep coming. Rather this is a neat budgetary way of potentially reducing accessibility next year, because nobody is expecting the number of applications to drop.

Hon. Mrs. McLeod: I simply cannot commit next year's budget, but you are talking in terms of potential. If these specific kinds of concerns about dollar support for new students and flow-through funding for the costs of the increased enrolment levels were not addressed in the budget, then obviously there would be some concern on the universities' part about numbers of admissions.

All I am saying to you is that we are very conscious of the implications of the funding for admissions the following year and we will be discussing exactly what these funding implications will be and what impact different funding proposals would have on the policy of accessibility, and the budget decisions will be made in time for universities to know what level of support can be provided.

Mr. Owen: If I remember correctly, last spring the federal government made certain commitments towards a number of francophone colleges in this province. I wondered at the time because they seemed to try to get more publicity for what they were announcing in the province of Quebec rather than in the province for which the colleges were intended.

I know you were able to make certain announcements in September and October with regard to working with the federal government

on a francophone college in the Ottawa area. I can see it is not here in your estimates, and I would imagine your negotiations are such that probably it is still up in limbo, but could you update us? Are we looking at any expenditure this year or will it be for the next fiscal year? Where are we with regard to the proposal which Ottawa half a year ago was saying it was interested in and suddenly it is disappearing?

Mr. R. F. Johnston: On a point of order, Mr. Chairman: Just to be sure what our process is, we were going through systematically, I thought, with the chance to go back to votes that we have been through, but we are now jumping to a college vote and I was presuming we were at a university level.

I am willing to have this go ahead because the question has been put, but I just want to be clear about how we are going to operate. We can just jump all over the place if you want to. You can treat it all like main office if you want and just deal with each line in that fashion.

Mr. Owen: The minister will be here all day tomorrow as well.

Interjection: It is her staff.

Mr. R. F. Johnston: It is just the staff who—

Mr. Chairman: I think you raise a good point, Richard.

Mr. R. F. Johnston: It is up to you. I am easy on it.

Mr. Owen: I am agreeable to setting it over to another day.

Mr. Chairman: Either that or we can take that as notice to try to stick to the votes that are specifically before us but allow this question to proceed at this time.

Mr. Owen: This is not even answered in the college area in terms of what we have.

Mr. R. F. Johnston: The question has been put. Let's deal with it now. From this point on, we will move on.

Mr. Chairman: Would you like to take a crack at it, and then we will move on?

Hon. Mrs. McLeod: I am happy to attempt to respond to any question in any order that the chair permits.

You are quite right, there was interest shown and I think that interest continues. To the best of our knowledge, that is a very real interest on the part of the federal government in negotiating support for a French-language college in the Ottawa area. The federal election does make it difficult to sit down on as regular a basis as we might otherwise be able to, but the negotiations

are being pursued quite actively. I do not at this point have a firm commitment in terms of the funding support that would be required for us to proceed.

Mr. Owen: You do not know when or how much.

Hon. Mrs. McLeod: Exactly. I cannot give you a specific response to either of those questions, other than to say that we would be anxious to get some assurance of support as quickly as possible.

Mr. R. F. Johnston: What is the process, just to follow up, since we have opened this matter and we will not be coming back to it, I would presume?

You said you are looking at models. As I recall, that was the term that was used, which is not that corporate a term really, but still it is one we can use. You are looking at models, but can you tell me what the process is right now? I do not have a clear concept of that from the press things I have seen.

Hon. Mrs. McLeod: The indication we have made is that we want to negotiate with the federal government for additional funding support for new initiatives, which could include the possibility of a French-language college in the Ottawa area. That quite clearly represents a willingness on the part of our government to recognize that this is a model, if I may use that term, that would be very appropriate for the delivery of French-language programs in the Ottawa area, but we have also made it quite clear that we do require funding support in order to proceed with this initiative. The first step that has to precede anything else in terms of implementation is to secure that funding support.

If we are successful in achieving a level of funding support that lets us move ahead, we will move immediately to establish a task force or a steering committee for the purposes of implementation and simultaneously would be examining both the impact of a French-language college in the Ottawa area on French-language services in other areas of the province, and also the most appropriate methods of moving forward with French-language services in other regions.

Mr. R. F. Johnston: As I remember the federal announcement, there was a dollar figure talked about at that time, was there not?

Hon. Mrs. McLeod: The only dollar figure I am aware of is a dollar figure that was recorded in the press, and I would not attest to the accuracy of that in terms of reflecting their commitment. I

think we have to honour the negotiation process we are involved in now.

Mr. R. F. Johnston: I agree that is obviously not happening between ministers at this point with a federal election on, but where is this happening at the moment? Who is involved?

Hon. Mrs. McLeod: At the present time there have been staff-level discussions taking place between my ministry and the Secretary of State of Canada. In fact, I am hoping to have a meeting with Mr. Bouchard as soon as that might be possible, given his schedule.

Mr. R. F. Johnston: The terms you are looking at are not just the way transfer funds would be affected by a French college in eastern Ontario but other kinds of ramifications for French-language educational services in other parts of the province and perhaps another model instead of a French-language college in the Ottawa area. Is that what I am hearing, that there is a fairly broad range of things that you are looking at in terms of what might be covered by a transfer of funds from the federal government?

1750

Hon. Mrs. McLeod: Right. Again, much of what we might be able to contemplate will depend on the level of funding support that we can secure from the federal government. We are quite prepared to move ahead with a college in the Ottawa area if we are able to secure sufficient funding support for that initiative. I think we might be hopeful that other initiatives in other areas of the province might be possible as well.

Mr. R. F. Johnston: Have you any concept at the moment of what you think the cost of that will be? Can we look for comparisons with the present cost of Algonquin College, or what are we looking at in terms of what you think it would cost?

Hon. Mrs. McLeod: I am very conscious of the fact that we are really actively involved in the negotiation process with the federal government. I am just a little bit reluctant to compromise that by commenting publicly on either minimum or maximum figures we might need.

Mr. R. F. Johnston: I guess it would be different if you were dealing with a brand-new college or if you are talking about some kind of action taken with an existing college such as Algonquin, for instance.

Hon. Mrs. McLeod: This would be a new college that would be separate from Algonquin, so obviously there would be startup costs. There would be additional costs for administration. There would be the programming extension

which would be inherent in establishing a French-language college. There is another question that would be very important for us to look at in terms of the level of support we would need, and that would be whether it is possible to look at the use of some buildings currently in use by Algonquin or whether that is not feasible and an alternative new building, new campus, would be preferable. That is part of our discussions with the federal government. I would prefer not to get into something more specific in order not to compromise that negotiation.

Mr. R. F. Johnston: I was just trying to help you negotiate, that is all, to start off with an outrageous bottom line of some sort.

Interjection: Where have I heard that line before?

Mrs. Fawcett: I understand, and correct me if I am wrong, that the federal government has made cutbacks to native students attending college or university. Has this affected our province's funding for native studies? Is there any effect at all?

Hon. Mrs. McLeod: The federal program changes—and I do not know whether they would describe them as cutbacks—are certainly a capping of the funds that are available to support native students in post-secondary education programs. What has been the differentiation of costs is that the federal government has supported native students in terms of their tuition fees, their travel and accommodation, board and room, when they are attending post-secondary education. They have essentially capped the number of native students that they will support in that fashion.

In terms of native students who are admitted to our colleges or universities, we have not capped that in any way. Those native students would be eligible for the count of the universities in terms of our funding for access, so there would in fact be additional funding support provided for new native students coming into the university system. The colleges have not in any way limited the number of native students who would come into our college system.

Mrs. Fawcett: Have they changed the criteria for entry, then?

Mr. MacDonald: They have capped the numbers and within that there is a more recent bill in which they have changed the classification system which could further limit specific groups of native students. That has not in fact passed, has not become actual practice at this point and is

being protested by native groups right across the country.

Mr. Jackson: If we are going to get into that, is there not something to do with the listening to native groups? I understand you are talking about a cap, but when you get into the area of definitions, there has been some debate and discussion around women's issues and what constitutes eligibility and noneligibility for various rights within the band and status.

Those are some of the other issues on which the bands are saying government should not act in a paternalistic way to determine who is and is not included. Some of those adjustments are a reflection of what the natives are actually requesting in some instances. Just to be fair, when we talk about inclusions and exclusions, it is through a consultative process. At least that is the understanding I have. It is a very complex issue, dealing with rights. One of the reasons why the natives are most anxious and one of reasons I voted against Meech Lake was because of that issue. Before we go into it in too great a detail, I thought I would put some of that on the record as well.

Hon. Mrs. McLeod: It is certainly possible that the concerns I have heard expressed by people in the native community about the new categorization system would in turn relate to the capping, so that the definition of who is eligible in the priority ranking relates back to the fact that only a limited number of students will be supported in the system. Then it becomes very much a concern that, I think, category 5 would be someone who has begun a post-secondary program and then left and wants to return. They would be very low in the priority listing and their chances, under a capped system, of actually having access to return to a post-secondary program would be quite limited. That is the kind of concern I have heard native groups express.

Mr. Jackson: I am not disagreeing with that. When you get into the area of status and categories, you have to be very careful to treat with respect the aspirations of Canada's original people.

Hon. Mrs. McLeod: I would not pretend to comment in detail on the discussions the federal government has had. What we, as the Council of Ministers of Education, Canada, have done is request a meeting with Mr. McKnight, who at the time of our request was responsible for this area, in order to pursue the concerns we have heard expressed.

Mr. Jackson: I would be most anxious, if it were still a supplementary, Mr. Chairman, to

inquire as to what this government's commitment was to be at the educational level before university or before post-secondary education, because what the select committee on education has heard is that we have a terribly embarrassing rate of promotion of native students in this province.

The fact is it is very hard, when they do not even get an adequate high school education in this province, for them to aspire to a post-secondary experience. That has nothing to do with the federal government. It has a lot to do with how we prioritize within this province. Again, Mr. Johnston will be quick to indicate that both regimes have been guilty of that.

Mr. Chairman: We are approaching six o'clock. To take stock of where we are, we have just over six hours left with Colleges and Universities. Might I suggest that is two more afternoons, plus a bit? We have done votes 701 and 702, so perhaps we could focus on 703 tomorrow and 704 on Thursday.

Mr. R. F. Johnston: There are so many more things under 702 still to do that I do not think we can divide it that way, but I think what we really need to do is make sure that we save a fair amount of time Thursday for colleges.

Mr. Chairman: You still have some questions on 702?

Mr. R. F. Johnston: I would imagine that there would be a number of questions for tomorrow on universities.

Mr. Chairman: Just trying to move things along.

Mr. R. F. Johnston: I am sure I can find one or two things to ask.

Hon. Mrs. McLeod: I am sure that is true, but we will also welcome the focus on the colleges at the last session.

Mr. Chairman: I would also ask committee members between now and tomorrow to think about what we do with Monday, November 14, because the minister indicated when she started her presentation to us that she was unavailable on Monday. I guess we have a couple of options. We can decide not to meet that day.

Mr. Jackson: I think we can resolve that. If it is a matter of caucusing, at least two parties have determined that they are at your disposal. It would be most unusual for us to be meeting in the absence of the minister. Given that it is a municipal election day and given that it is a law in this province that every person in this room is entitled, as an employee, to leave work a little bit

earlier in order to ensure that he gets to vote, I think it would be appropriate that we not meet.

Mr. Chairman: I was not putting the item out for discussion. I was simply alerting the members that it is something we can deal with tomorrow.

Mr. Jackson: I think it would be a lot more helpful if we could rule on it today and get it dealt with, if there is consensus. I was trying to be helpful. When you and I last talked—Mr. Johnston and I have talked—we had no difficulty if we did not meet. I am not excited about meeting in the minister's absence.

Ms. Poole: Could I have a clarification, Mr. Chairman? From your comments, I understand there are only about six hours left in estimates for Colleges and Universities and we should get somewhat over five hours dispensed with this week. Is it the opposition's wish that the additional hour be taken next week or do you think it is possible that we might be able to wind up on Thursday?

Mr. R. F. Johnston: My message to all parties here, not just Mr. Jackson, is that I am easy about that. From my perspective, I am hoping we will be able to get a chance to ask most of the questions we have by Thursday afternoon. I would like to put a bunch in as notice to you to get answers to if we are not through at that point, so that we can have some written response later on that can be shared among committee members. From my perspective, that is not a problem. I am not sure about Mr. Jackson.

Hon. Mrs. McLeod: If it is of any assistance, and it may not be, I am certainly prepared to stay later on Thursday as well. I do apologize for there being one commitment, made before I knew we would be in estimates, that I have not been able to change.

Mr. Chairman: Is there a consensus that we not meet on November 14?

Mr. Carrothers: I thought there was a question of wrapping up this week. Is that not what I heard, perhaps in view of the fact that it would only be an hour and, frankly, in view of the cost of having all the staff here for that one extra hour, in view of what Mr. Johnston has just said.

Mr. R. F. Johnston: We could use up some of that \$6 million that has been wasted. No, that would give us only half an hour, sorry, at the rate of pay.

Mr. Carrothers: Perhaps your question would be better said if we agreed that we could end the estimates on Thursday.

Mr. Chairman: Are we ready at this point to make that decision?

Mr. Carrothers: I think we are.

Mr. R. F. Johnston: Why don't we see how we are doing tomorrow?

Mr. Chairman: We will review again it at the end of tomorrow's session. The meeting is adjourned.

The committee adjourned at 6:01 p.m.

CONTENTS

Monday, November 7, 1988

Estimates, Ministry of Colleges and Universities	S-215
Ministry administration program	S-215
Main office	S-215
University support program	S-228
Program administration	S-228
Adjournment	S-243

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitutions:

Fawcett, Joan M. (Northumberland L) for Mrs. O'Neill

Furlong, Allan W. (Durham Centre L) for Mr. Beer

Clerk: Decker, Todd

Witnesses:

From the Ministry of Colleges and Universities:

McLeod, Hon. Lyn, Minister of Colleges and Universities (Fort William L)

Brzustowski, Dr. Thomas A., Deputy Minister

Lyon, David, Executive Co-ordinator, Corporate Planning and Services

Cummins, Rodger L., Director, University Relations Branch

Gordon, Joy, Manager, International Activities Unit



CA 20N
XC12
- 577

No. S-10

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Colleges and Universities

First Session, 34th Parliament
Tuesday, November 8, 1988



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, November 8, 1988

The committee met at 3:32 p.m. in room 151.

ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(continued)

Mr. Chairman: We call to order the meeting of the standing committee on social development. When the committee left off its deliberations in consideration of the estimates of the Ministry of Colleges and Universities yesterday, we were on vote 702, university support program. We have yet to conclude vote 703, college support program, and vote 704, student affairs program. We have approximately six hours left in our deliberations.

Mr. R. F. Johnston: On a point of order, Mr. Chairman: What is the opinion of the members in terms of this afternoon's nonconfidence debate that is taking place? The wrapups have been designated, I think it is, half an hour each.

Mr. Chairman: Twenty minutes each, I believe—4:45 p.m. to 5:45 p.m. is the wrapup.

Mr. R. F. Johnston: I do not know what members feel. I feel it is an important day for me specifically, our party having moved it, to be in the House for those wrapup arguments. I would like to be there if at all possible. I do not know what other members are inclined to suggest.

Mr. Chairman: What is the feeling of the committee?

Mr. Jackson: If we are unable to meet on Monday because of the minister's commitment, and if we are going to reconvene Tuesday, in order to complete our allotted time, we still may have some time left over. So it is possible to assist Mr. Johnston with his suggestion if we move the time taken today and add it to Tuesday, because I do not believe we could start on Tuesday with Ministry of Colleges and Universities estimates, finish in what may be an hour remaining, and then commence with the Minister without Portfolio responsible for senior citizens' affairs (Mrs. Wilson)—she may not even be given sufficient time to complete her opening statement.

We would be left with the option of adjourning next Tuesday with an hour and some time, maybe an hour and a half on the clock. That would be one way of accommodating Mr. Johnston's

reasonable request without our already having to disrupt the commitments the staff from the ministry have made to the minister in order to assist her here in these hearings.

Mr. Beer: I think we recognized we had a problem with Monday. I believe the minister would be able to be with us on Tuesday. I think it would be sensible; then we could deal on Tuesday with completing the hour or two hours, whatever it would be at that time, and then start estimates of the Office Responsible for Senior Citizens Affairs on the Thursday. If that is agreeable to everybody, then we could go until 4:45 p.m. Is that correct?

Mr. Chairman: Yes.

Mr. Beer: In terms of the hours, that would allow us to finish Tuesday afternoon and the minister would be able to deal with her other meetings and so on, on the Monday.

Mr. Chairman: Assuming we get two and a half hours in on Thursday—the clerk has done some quick calculation—we will have just under two and a half hours to conclude on the following Tuesday.

Mr. Beer: Would that mean we have said that Thursday we will start sharp at 3:30 p.m. and go until 6 p.m.?

Mr. Chairman: If everyone could make an attempt to be here sharp at 3:30 on both of those days, we could fit it in.

Mr. Beer: I think that would be fine with us if it is agreeable to our colleagues.

Mr. Jackson: Regardless of time, we will finish on Tuesday.

Mr. Chairman: There seems to be a consensus.

Mr. Jackson: What time are we suggesting we would adjourn today?

Mr. Chairman: I would suggest at 4:40 p.m. That would give us five minutes to get up to the House for the final hour.

Mr. R. F. Johnston: The speaker would start at 4:45.

Mrs. O'Neill: Did I miss something yesterday, that we are not meeting next Monday?

Mr. Chairman: The minister is unable to be here Monday. So we have agreed not to meet Monday.

Hon. Mrs. McLeod: Thank you. I appreciate that.

Mr. Chairman: Who would like to start off today?

Hon. Mrs. McLeod: May I begin by tabling some information in response to questions that were raised yesterday.

Mr. Chairman: Certainly. Before you begin, minister, I should mention that the clerk has distributed a report entitled Financing Universities in North America: Can Ontario Compete? prepared by the research division of the Council of Ontario Universities, dated October 1988. It is fairly up to date. It is something that was referred to by the minister the first day of our deliberations and I took it upon myself as chairman to have it reproduced. I thought it would be of interest to all members of the committee.

Vote 702, university support program:

Hon. Mrs. McLeod: There are a number of pieces of information we wanted to table just for background information in response to questions that were asked yesterday. I am wondering where the pieces of information got to; they are all here. Perhaps I could just draw your attention to the information we will be tabling. There is one item we would like to table, but also read into the record because it is in direct response to a question Mr. Johnston had raised that we were not able to answer fully yesterday.

One piece of background information that I think sheds a little more light on the question that was raised earlier in our discussions is a document that describes the cutoffs that are general guidelines used by each of the universities for marks. Those are obviously not absolutes, but it is material that goes out to high school guidance counsellors and serves as information for them.

We also have a piece of information that further responds to the question about international students in Ontario universities. It is essentially the same data you have been provided with before, in a somewhat different form, but there is also an accompanying explanation of some of the categories of waiver and background to foreign fee differentials and exemptions that may be of interest to members of the committee.

We also have, in response to a question that I believe you raised, Mr. Chairman, some data in terms of the enrolment in both our universities and colleges by age group. I point out that the university data is all students, and then it is broken down by different categories of students. The college data we have is for full-time students

only. We do not have the part-time student data by age for the college sector.

Those are the background pieces of information. As those are distributed, perhaps I can ask David Lyon to respond to the question that was asked about a difference between our estimates figures and the public accounts records. I think Mr. Lyon would be the best person to offer this further explanation.

1540

Mr. Jackson: Is Mr. Lyon referring to a document that he is now going to circulate? It is always more helpful if we can look at that as he walks us through it.

Mr. Chairman: Okay; we will hold off for a minute then.

Mr. Jackson: My math marks were similar to Mr. Johnston's in high school.

Mr. R. F. Johnston: I do not believe anybody could have those kinds of marks.

Hon. Mrs. McLeod: This is not yet it. This is the college information on enrolment by age. The next document will be the one that David is going to read into the record.

Mr. R. F. Johnston: This single page is for colleges? It says "Total Full-Time Post-Secondary Enrolment" at the top.

Hon. Mrs. McLeod: Post-secondary only, yes; not part-time.

Mr. R. F. Johnston: For both.

Dr. Brzustowski: In the colleges only.

Mr. R. F. Johnston: Do you know why they do not keep the figures on part-time?

Hon. Mrs. McLeod: Perhaps we could ask Peter Wright if those data are available and simply not collectible overnight, or if in fact we are not able to collect those data.

Mr. Wright: No, the data are not available. Because of the problem that there are so many part-time courses, we do not collect all the data on the part-time students that we do on the full-time. There was just a sense that it would be too onerous, because we have courses that are two, three and four weeks long.

Mr. R. F. Johnston: What is the extent of the actual data information that you have on part-time?

Mr. Wright: Essentially, student by institution, by program, by time of year.

Mr. Lyon: Mr. Johnston yesterday asked for an explanation of the difference in the main office salaries between our 1986-87 and 1987-88 public accounts figures. In 1986-87, what is

reported in salaries is \$728,134; in 1987-1988, it is \$486,349.

It might be useful to put some historical perspective to this. Since July 1985, the Ministry of Colleges and Universities was separated out as a separate entity, with the appointment of Mr. Sorbara as the minister. For the last two years, the ministry was engaged in re-establishing the deputy minister's function and various administrative functions within the ministry.

Just to give you some reference for the dates, in October 1985, the deputy minister was appointed and the ministry proceeded to re-establish that office, and in October 1986, the office of the assistant deputy minister, universities and research support. The office of the executive co-ordinator, corporate planning and services, and the office of the director, communications branch, were established.

Now, provision for a budget for those offices was not provided in 1986-87. Likewise, provision for the deputy minister's office was not provided in the 1985-86 estimates. I just want to add that to put some perspective on these actual figures I have.

The 1986-87 expenditures in main office include expenditures for the following offices:

Office of the assistant deputy minister, colleges and student support, which in 1987-88 and 1988-89 is now under its own voting item, 703-1, as you see in the background material, program administration for that vote. The office of the assistant deputy minister, universities and research support, which I alluded to just a minute ago, was established in October 1986, for which in 1986-87 there was no base funding. This office in 1987-88 and 1988-89 is now under, again, its own separate vote-item, 702-1, program administration.

The office of the executive co-ordinator, corporate planning and services, was established in October 1986. Again, there was no funding in 1986-87. This office in 1987-88 and 1988-89 is now included under the separate vote-item, 701-3, analysis and planning. The office of the director, communications branch, which was established in October 1986, for which in 1986-87 there was again no base funding, in 1987-88 and 1988-89 is now included under a separate vote-item, 701-2, information services.

In addition, during 1986-87, in the process of establishing the deputy minister's office, Management Board approved funds for additional positions to provide analysis support for the deputy minister's function. These positions have been reallocated and reconfigured as part of the

ministry restructuring that led to the establishment of the corporate planning and analysis branch, the research support and international activities branch and the communications branch, together with the transfer of functions and base funding from the Ministry of Education, effective April 1, 1987.

We have reviewed the actual salary expenditure components of the 1986-87 public accounts for main office from the records we have readily available to adjust the figures, to the extent we could, to take the above into account so that they are comparable to the 1987-88 public accounts figures. Incidentally, these figures agree with the material that was handed out yesterday for the main office expenditures for 1987-88.

I do not propose to read through the table, but it shows that there is an expenditure decrease between the two years. That decrease is accounted for by the analytical staff who were reconfigured and reallocated to the various branches.

Mr. R. F. Johnston: I think I understand; at least I will pretend I do for now.

Hon. Mrs. McLeod: I realize that doesn't relate to an earlier vote issue, but I felt it was an important clarification.

Mr. R. F. Johnston: It strikes as me one of the difficulties that we have in trying to use our public accounts. This is not your problem. This is more of a public accounts problem, that their reporting would seem to be consistent in terms of how they are approaching this, yet their notes for those sections did not include any of the information that would have made this clear.

In fact, it just made it look like there was this very bizarre anomaly only in that one year and not over the whole string of years. It is pretty strange that somebody did not make sure to input that additional information.

Mr. Lyon: If I could just amplify on that, what happens with the public accounts is that the actual expenditures are recorded against the way the estimates for that year are organized. When we prepare the background material, we work backwards from the year for the estimates to make the years comparable. That is why the figures in the background material may not necessarily agree with the public accounts in totality. When you add it up for all the votes and items, they should add up.

Mr. Beer: My question does not relate to any of the figures or what has been given out, so if somebody wants—

Mr. Chairman: Are we done with the questions of clarification on this subject? Does anyone else have any—

Mr. Beer: I am not necessarily saying I am clearer than anyone else, but that is not my question.

Mr. Chairman: I do not see any other hands, so proceed with your question.

Hon. Mrs. McLeod: I am assured that all the members of the committee have total confidence in the figures presented.

Mr. Beer: Certainly, we on this side have total confidence.

Mr. R. F. Johnston: I believe them all.

Mr. Beer: My question is going to hang on the fact that we are dealing with provincial support for universities. I may have to beg indulgence a bit because I was not here yesterday. It relates back to the Council of Ministers of Education and the relationship with the federal government in the whole area of universities. If that was discussed yesterday, I will stop and simply look at Hansard and then come back.

My question really was how you see the role evolving with the federal government and questions of financial support for universities and the council of ministers and where you see us going in that relationship. You may be aware that at the select committee on education, Ken Dryden, who was a witness, talked about a federal participation in this area. I was just interested in your sense of where that is at this point and where perhaps we are headed.

1550

Hon. Mrs. McLeod: Perhaps it would be most appropriate if I speak of the Council of Ministers of Education, Canada, specifically in relationship to the post-secondary role, which is a somewhat new or renewed emphasis for the council. My understanding is that historically the Council of Ministers of Education has not had a significant focus on post-secondary issues.

One of the consequences of the national forum on post-secondary education that was held in Saskatoon was a decision that was made to establish a post-secondary committee of the Council of Ministers of Education to discuss, obviously, issues of concern in post-secondary education. That committee has now met on three occasions and has had an opportunity to meet with national constituent groups and, as well, to meet with the federal Secretary of State.

We are looking at a way in which we can serve several roles, some of which would be new. The first is to be able to bring ministers together for informal discussion of issues of shared concern. There has been a tendency in the past for the council to feel as though it must deal with

position papers on which there is some degree of unanimity, and that can be difficult to achieve at an interprovincial level.

We are trying to structure agendas so that we can have an opportunity for informal discussion of issues of shared concern, and if from that there is a consensus as to a position that we would like to take forward as a council of ministers, we would then put it on a formal agenda, seek support in recommendation form and take those recommendations forward to the federal government.

It also recognizes an important role for informal discussion between the provinces and the federal government. We have a number of areas following our last meeting that we are pursuing in a fairly formal way because we have discussed issues at the council level and have requested meetings with the appropriate federal ministers to pursue our concerns. So issues related to the bilingual protocol, to the national scholarships program, and one that we did talk about yesterday, which is the native education initiatives on the part of the federal government, are all ones about which we have asked for meetings with the appropriate federal ministers.

In turn, there are a number of federal ministers who have issues that they would like to discuss with the provincial ministers, and they have requested meetings with us. I believe that is a somewhat new role for the council to be playing, and one that will have really positive benefits for the provinces as well as for the relationship with the federal government. It is a somewhat enhanced focus on post-secondary education that I am very optimistic about.

Mr. Beer: These discussions would still be in the context of the annual meeting of the council? Or would you see these meetings going on at different times in terms of the post-secondary level?

Hon. Mrs. McLeod: A combination. Because the post-secondary committee was new, it did meet separately. It met in between the semiannual meeting of the council. The council normally meets twice a year and the post-secondary committee did meet in June in order to develop its mandate and report to the full council meeting this past fall.

I think our decision is that in terms of full meetings of the post-secondary committee, it would be as part of, at the beginning or end of at least, the full council meetings, simply because of the difficulty of getting all the ministers together. In the meantime, of course, there could be executive meetings or other forms of commu-

nication on the part of ministers of education and/or post-secondary education.

Mr. Beer: In terms, more specifically, of the federal government's desire, say, through the conference a year and a bit ago in Regina, when Mr. Crombie was the Secretary of State, have you noticed any difference in its interest in the area? I think there was a sense at that time that the federal government seemed quite keen to bring the provinces together around certain issues that it was defining.

Are they proactive still in that, or is it more a question of taking on specific topics—you mentioned some of them—or is there a feeling among the provincial ministers that the federal government is trying to carve out a clear role for the federal government at the national level in the post-secondary area?

Hon. Mrs. McLeod: I think there is interest in both directions. I think there is interest on the part of the provincial ministers in being able to acknowledge, again, concerns that we have in common and that we would want to take forward to the federal government. So that is very much a motivation on our part. Certainly, in turn, there seems to be a very strong interest on the part of a number of federal ministers to meet with the provincial ministers and to discuss particular issues that they would like provincial support for.

I think there is a certain sensitivity always, in terms of the provincial jurisdiction, the federal jurisdiction and having that balance. Quite clearly, in post-secondary education there is a federal responsibility for funding in a number of areas, so that I think that liaison is an important one.

Mr. R. F. Johnston: I want to go back to talking about the document the minister gave us about the cutoffs and the questions of accessibility that rise out of it. This is a very useful document.

In reading it, even with the caveats that I think were included in our first discussion on this in terms of other means of interviewing and matters like that, of all the numbers that jump out at me that are fairly amazing, some of which I can hardly believe are real—it seems more like a typo—McMaster on page 18, arts and science. It says 1,000 applications for 40 places in arts and science? It seems very low for arts and science, but a cutoff of 80 to 85 per cent—Is that a typo?

Hon. Mrs. McLeod: Rodger Cummins tells me that this is a special degree program.

Mr. R. F. Johnston: That is a combination of arts and science.

Hon. Mrs. McLeod: Yes, a combination arts and science, joint, as opposed to either arts or science.

Mr. R. F. Johnston: Then I look at the nursing thing. There were 450 applicants for 60 places—given our nursing crisis in Ontario—and an 80 to 85 per cent cutoff.

Hon. Mrs. McLeod: I would point out that at the present time you are looking at programs where there is a limited enrolment because of the capacity of the program to accept the students.

Mr. R. F. Johnston: Even if you look at some of the larger ones at Guelph, 6,625 applicants for arts and only 1,000 places. That is one in six that gets in. What tracking do you do? You spoke the other day about people going to their first choices primarily.

What tracking do you do of the people who do not go to university? What is the percentage of people who actually apply with eligible marks for general entrance to university who do not go on? I heard it was approximately 30 per cent. Is that approximately right?

Hon. Mrs. McLeod: Let me ask for some clarification from the deputy. When we talk about eligible applicants, should we assume that all the applicants from Ontario secondary schools were, in fact, eligible because they had completed their secondary school requirements?

That may not be a fair statement. There may be some applicants who expect to complete them and are not successful in completing them. But if we make that assumption, we would then be looking at a percentage of the number of applicants who are given offers of admission.

Mr. R. F. Johnston: However it is done—I do not care which way—whether it is a holistic fashion like that or whether you have it by category, of the ones who actually have the supposed credits already in hand, I am just wondering if we know what the percentage is of students who seem to be eligible who then do not go.

Hon. Mrs. McLeod: In a holistic way, my understanding is, on a year-by-year basis, it has been approximately 65 per cent of those who apply who are admitted. We may be able to give some further breakdown. Deputy, would you be able to add anything?

Dr. Brzustowski: No, only that the number has been pretty nearly constant over about the last 10 or 12 years. It is amazingly regular.

Mr. Chairman: Just a question of clarification on that. Would it be fair to say that the figures under applicants here is inflated by a

factor of three because of students who apply to three universities?

Hon. Mrs. McLeod: I have been asked that. I suspected that could be the case, that the figure in terms of total applicants would be inflated by the fact that they apply to three institutions.

1600

Mr. Chairman: On the standard form that they complete, they must list three universities. I wonder whether these include three times the number.

Hon. Mrs. McLeod: Yes, they would, because these are institutional figures as opposed to the numbers there.

Mr. Chairman: That is why when you say 65 per cent are accepted, it makes these figures a little more understandable.

Hon. Mrs. McLeod: Yes.

Mr. Chairman: Sorry to interrupt your line of questioning.

Mr. Jackson: Just a minute, I cannot let that go by. The minister has agreed with the assumption. Can we have that confirmed? I am not sure all institutions put down a third-choice application. They just do not deal with it. You are suggesting that your first choice is Queen's, your second choice is McMaster and your third choice is Ryerson and that all three get counted.

Mr. Chairman: That was my question. I do not know the answer.

Mr. Jackson: I did not get a clear statement from the minister or the deputy. She was agreeing with your question, but I did not get much comfort out of your assumption in your response.

Hon. Mrs. McLeod: Let me seek that clarification.

The statement I made in terms of 65 per cent of applicants would hold. We are talking about individual applicants, and 65 per cent of individual applicants traditionally are admitted.

The chairman's question was whether these institutional numbers, by course, would be inflated by a factor of potentially three because students will put down more than one application. That is what we can seek clarification on.

Dr. Brzustowski: I think what we have to find out is whether we are dealing here with numbers of applicants or numbers of applications. I think we can look into that and find that out, but the 65 per cent applies to applicants, to individuals.

Mr. R. F. Johnston: For a long period of time now, of those 35 per cent of the applicants who have not gone to university that year, for

whatever variety of reasons, has there ever been any tracking of those people to find out why and is there any current plan to discover why? There are some very basic questions around accessibility which may be begged here, and may not be, I do not know, if their reasons for not going are not to do with whether or not they felt they could get access to the university education they wanted.

Hon. Mrs. McLeod: Exactly, and it makes it a very complex question to begin to analyse all the factors. There would almost have to be a study of individual factors by going back to those individuals, because quite clearly there are a number of students who will be given offers of admission who do not accept those offers of admission, perhaps because they have decided that if they are not successful in applying to a particular university they may stay out and reapply another year. There will be people who apply to a faculty where there is limited enrolment and are not successful and choose not to enter another program. There would be such a large number of factors.

Mr. R. F. Johnston: Has there ever been a follow-up of these people to try to discover why, even by an institution, maybe one of the smaller institutions, anything like that?

Hon. Mrs. McLeod: The deputy is telling me that he is not aware of a study of that nature that has been done. Rodger Cummins tells us that there may be a Council of Ontario Universities study from 1983 that may have looked at this.

Mr. R. F. Johnston: The reason I asked is I thought that at some time that might have been looked at, but I was not sure. It strikes that would be very important research to do—although, as you say, very complicated—in terms of understanding why people are making the decisions they are. From our different perspectives, we use a lot of rhetoric around accessibility without really knowing why they do not go.

Am I to be given to understand then that since this latest little increase that has been taking place in the last couple of years, which we think is going to continue now for a few more, although without the OSIS blip that was predicted for this year clearly happening as yet—have the percentages been the same for these last couple of years? I guess we do not know absolutely for this fall yet.

Dr. Brzustowski: It was pretty much the same last year. To the extent that we know, the percentage has held. It has been between 63 per cent and 65 per cent for 14 years now.

Hon. Mrs. McLeod: It is not an insignificant achievement, given the kinds of increased demand for spaces that we were facing.

Mr. Chairman: If you include the students who go to universities outside of Ontario, what does the percentage look like, or do we have those figures?

Dr. Brzustowski: We do not have figures on those going outside of Ontario.

Hon. Mrs. McLeod: The figure for last year is 66 per cent of Ontario secondary school applicants who were in fact admitted, who registered.

Dr. Brzustowski: It went up to 66 per cent in the year 1987.

Mr. R. F. Johnston: I could ask this when we come to colleges, but are similar kinds of information kept for applications to colleges?

Hon. Mrs. McLeod: Yes, there would be. I do not have the figure at my fingertips.

Mr. R. F. Johnston: I do not even want it right now.

Hon. Mrs. McLeod: You will have it when we come to the college discussions.

Mr. R. F. Johnston: If it is kept, I wonder if we might have that brought forward as we move to that vote. That would be useful. I will let somebody else go on right now.

Mr. Jackson: I would like to go back to Mr. Beer's line of questioning with respect to the national forum in Saskatoon. Who represents Ontario at those meetings? Whom have you designated to represent you at those hearings?

Hon. Mrs. McLeod: At the Council of Ministers of Education, Canada?

Mr. Jackson: You started out by saying there were three occasions you met; then you said the council itself met only once since June. You are not attending every one of those, because—

Hon. Mrs. McLeod: Yes.

Mr. Jackson: You are.

Hon. Mrs. McLeod: The full council meets in February and in the fall of the year. The subcommittee on post-secondary education did meet once in June. I have attended all three of those meetings. In fact, I must attend because I am chairman of the Canadian council of ministers.

Mr. Jackson: Very good, okay. I wanted to understand. I appreciate Mr. Beer's line of questioning was about the need to build your agenda, which you are currently doing for purposes of your discussions.

I wonder if you could now get back to the question I raised in opening statements with respect to the impact of free trade on post-secondary education. You could perhaps advise us if it is at all an issue which has been raised. There is a lot of rhetoric floating around out there about it, and I certainly would like to hear from you some time, somewhere, your opinions. I know we have had a clear statement from the Minister of Culture and Communications (Ms. Oddie Munro) on the subject, and I think it would be appropriate for purposes of these estimates to know if the item is on the agenda or has been raised or to what extent you have been examining the issue in this forum or other forums.

Hon. Mrs. McLeod: Can I just clarify? I think you are asking me two questions. Let me clarify that. First you are asking whether or not the issue of the impact of free trade on Canadian post-secondary education has been raised by the ministers in their meeting. It would have been quite obvious if it had been asked.

Mr. Jackson: Or if you personally have asked that it be raised.

Hon. Mrs. McLeod: No, it has not been raised, nor have I personally asked that it be raised at the forum of the council of ministers of education. I think the second part of your question was my own personal views or my sense of the impact in terms of the effect of the free trade agreement on Ontario universities.

Mr. Jackson: Yes. Have you or anybody on your staff had an opportunity to examine the document from the point of view of post-secondary education?

Hon. Mrs. McLeod: Yes, we certainly have, because I think in each of our ministries we were concerned to anticipate the possible impact of a free trade agreement on our services.

Mr. Jackson: Have you reported to cabinet with respect to its impact for your ministry?

Hon. Mrs. McLeod: We have indicated to the Attorney General (Mr. Scott) that we believe there would be a very limited impact on universities and colleges in Ontario. I can go into specific details about that if you would like. Quite clearly, the agreement that was negotiated exempts education, other than if it is a commercial service.

The only commercially provided education at the post-secondary level in Ontario is through our private vocational schools. Under the terms of the agreement that was negotiated, there was a requirement that equal treatment be provided. We do in fact provide equal treatment in private

vocational schools, so the criteria that are used for accreditation of our private vocational schools would apply as they are now under the terms of a free trade agreement.

The only other area which might be subject to scrutiny under a free trade agreement would be the non-Ontario institutions which are granted consent to offer a degree. We have very clear criteria that govern the degree granting of any non-Ontario institutions. We treat other institutions from other provinces and from other countries equally. We believe that the criteria are clear enough that our criteria would continue to stand under the agreement that was proposed.

1610

Mr. Jackson: Is that a question that has been raised at the forum meetings of the national subcommittee on the degree-granting consistencies that may or may not exist between provinces?

Hon. Mrs. McLeod: No, at this point it is not, in the sense that you have to recognize that there have been only two full meetings of the post-secondary subcommittee. One was to establish its mandate and have initial meetings. The second one was this past fall. It was not an item that was there.

The whole question of private involvement in post-secondary education is one that has been raised as a future topic that ministers would like to discuss, but it has not been discussed at this point.

Mr. Jackson: How many of these private vocational schools from outside of the province has your ministry approved in the last three and a half years?

Hon. Mrs. McLeod: Are you asking me about private vocational schools as opposed to degree—

Mr. Jackson: Degree-granting academic institutions.

Hon. Mrs. McLeod: If I could just differentiate, because it is quite different. Obviously, there are a large number of private vocational schools, and none of them is degree granting. In terms of degree granting, there are 10 programs that have been allowed for degree-granting purposes in Ontario.

Mr. Jackson: Could we have a list of those 10?

Hon. Mrs. McLeod: Yes, you can. I do not have that with me now, but I can provide you with that list.

Mr. Jackson: That is fine. So there have been 10. Have you done a breakout of where they are from, such as the United States?

Hon. Mrs. McLeod: Seven of the 10 are from the United States.

Mr. Jackson: And the other three?

Hon. Mrs. McLeod: If memory serves me correctly—I do not have the figure immediately in front of me—one is from Edmonton, Alberta. Rodger, can you check that? I was right on that. One is from the Netherlands. There is one other that is non-American. Perhaps not. Oh, there is one from New Brunswick, I think.

Mrs. O'Neill: May I have a supplementary? The minister said that there were, I think, hundreds of others but only 10 that could grant degrees. Could we have kind of a general list of the subject areas or service, whatever, kind of private vocational schools?

What I guess I am asking is, what kind of preparations do these people give, what kinds of courses do they offer? A summation. I do not want a list in the hundreds, but whether it is—I am going to use hairdressing because it is one I am familiar with—that and others.

Hon. Mrs. McLeod: I can certainly provide you with an idea of the range. Would you like to do that under that particular item when we discuss the private vocational schools?

Mrs. O'Neill: I thought it tied in with Mr. Jackson's question.

Hon. Mrs. McLeod: Carolyn Barrett, who is superintendent for private vocational schools, is here if you would like to pursue it today.

Mrs. O'Neill: Whatever. It is a supplemental to Mr. Jackson, so however he wants to go with it.

Mr. Chairman: Are you through with your line of questioning?

Mr. Jackson: No, I am not. So we have 10 that you have granted. Do you have a list of those who have applied that you have not granted?

Hon. Mrs. McLeod: I do not have that list in front of me. That would be retrievable over time.

Mr. Jackson: So we could request that information as well? Might I ask if—it would take no staff preparation time—when tabling that, you could give the short list of criteria which are required? That would be appreciated. Then, how many institutions have you approved from within Ontario that are seeking status for degree-granting purposes?

Hon. Mrs. McLeod: There has been a policy established since John Robarts's time that there are no independent degree-granting institutions established in Ontario. That is an issue that we have once again asked the Ontario Council on

University Affairs for advice on, but at the present time there would be no Ontario universities separate from the publicly funded institutions.

Mr. Jackson: So we are accepting them from the United States, but we are not accepting them from Ontario?

Hon. Mrs. McLeod: We are allowing certain programs, very specific programs where that program addresses an area of need that is not currently served by Ontario universities. They would provide that program under very specific time frames. They are certainly not independent institutions.

Mr. Jackson: Then let's get to Canada Christian College. Are you prepared to comment in any detail about Canada Christian College's application?

Hon. Mrs. McLeod: Yes, indeed. Canada Christian College's application, as you know, has received very serious consideration under more than one administration. Again, there are some very specific criteria that have to be adhered to in granting consent for degree granting. Canada Christian College was not granted approval for its degree granting on the two previous times when consideration was given to the request. It was not given, because it was felt that the college did not meet the criteria that were specified.

Mr. Jackson: In fact, the criteria were changed. They complied with them and then resubmitted, to be totally accurate.

Hon. Mrs. McLeod: I am not sure that that is totally accurate. I think the conditions and the criteria were well understood at the time the application was made. But as you know, because there was concern on the part of the college an independent adviser was appointed. That report has been submitted to the ministry. Canada Christian College has asked for time in which to make a response to that report before it is released.

Dr. Brzustowski: They have received it.

Mr. Jackson: They have received a copy?

Hon. Mrs. McLeod: They have received it and have asked us if we would hold it until they have an opportunity to make a response to it.

Mr. Jackson: When did they receive that?

Dr. Brzustowski: It would be after June 1.

Mr. Jackson: August 4, I am hearing. I am sorry?

Dr. Brzustowski: The report was received by the minister on June 1. It was given to Canada

Christian College at that time. The college wrote back to the minister on August 4. Sorry, it was before that, because the minister agreed by August 4 that she would await comments from their solicitors before determining any future actions on the report.

So the college received the report and asked the minister not to release it, pending comments from their solicitor. The minister wrote on August 4 saying that she would agree to that and take no steps while awaiting comments from the solicitor of Canada Christian College.

Mr. Jackson: My final question on the point that I raised and which is causing me great difficulty is how could we, in this province, allow an American institution to come in to provide this program, as the Jimmy Swaggart organization is doing in Ontario, when we have a Canadian-based institution that is offering a Bachelor of Divinity to produce missionaries for Third World and domestic support programs. We are having this great difficulty giving an Ontario-based educational institution the authority to proceed, but we can allow an American or an Albertan or a New Brunswick or a Netherlands group to come in.

I am just having real difficulty with it. I would hope that you would be able to address that in clearer terms for us. I will be patient at this point and ask that the minister bring forward the information I had requested, which I would ask might also include the information about projected enrolments and that type of thing.

I mean, it should be fair to suggest that an institution that has been granted status in this province by the minister that has an enrolment of 30 students is one thing, but one that has one of several hundred and is growing is also another matter that we would like to have an examination of. That is the purpose of my questions. Perhaps on Thursday the minister will have more of those details to share with the committee.

Mrs. O'Neill: My question is so mundane I hate to place it, but maybe the minister will like a little rest. In the breakdown of the financial summary in each case on each of these votes there is a line called "services." I wondered how extensive that word was and what it actually meant.

Mr. Chairman: Are you referring to a specific page?

Mrs. O'Neill: It is on several pages. I am looking at folio 50 right now.

Hon. Mrs. McLeod: I am sorry, what page are you looking at?

Mrs. O'Neill: Fifty.

Hon. Mrs. McLeod: Page 50, yes; and it is the services line—specifically, what would be included in our services line. I think on this particular one it refers to the centres of entrepreneurship.

Mr. Lyon: Do you want me to respond?

Hon. Mrs. McLeod: If you would, please, David.

1620

Mr. Lyon: The categories of salaries, benefits, transportation, communication services, supplies and equipment are pretty standard phenomena in breaking down expenditures into categories. Services typically would consist of expenditures, for example for consulting and research services. It is the acquisition of services provided by an outside body. The expenditures there are for that type—for example, staff development courses or any service that is provided by an agency outside of the government.

Hon. Mrs. McLeod: The member raised the one item which deals with services to centres of entrepreneurship.

Mrs. O'Neill: I happened to be just flipping to that page. So it is really basically professional services that would be used in any of these different activity areas?

Mr. Lyon: That is right.

Mr. Daigeler: On page 18, also under services, I noted that there was, I guess, a fortunate decrease in terms of the budget in that services area of \$212,000. That was a particular study that was not necessary this year. If you are asking outside consultants, obviously that can vary from year to year, so I understand the flexibility there. Page 18—

Mr. Lyon: Looking at the services line for 1987-88?

Mr. Daigeler: Yes.

Mr. Lyon: Estimates of \$340,500.

Mr. Daigeler: The change in the estimates is \$212,000 less than before, so this is good news.

Mr. Lyon: What happened there is that in the 1987-88 budget year a budgetary provision was made in that category for the production of the Horizons publication, but according to government accounting procedures the expenditure was actually charged against supplies and equipment. That is why we had to realign the budget properly in 1988-89. You see a reduction in that line and an increase in the supplies and equipment line. That is an anomaly for that year only.

Mr. Chairman: Are you ready with another question, Mr. Johnston?

Mr. R. F. Johnston: I thought the question Mrs. O'Neill was going to be asking was on the matter that Mr. Jackson raised, so I would like to go back to the question of branch-plant university operations in the province, if I might.

As I understand it, some time ago the Ontario Council on University Affairs made a recommendation about these branch-plant operations. Can you tell me why your ministry, now under your direction, is not moving in the direction of their recommendations rather than maintaining the Bette Stephenson status quo?

Hon. Mrs. McLeod: We are not, in fact, retaining the status quo. The Ontario Council on University Affairs expressed concern to us about our ability to evaluate the quality of the programs and whether or not we could determine that that quality would be comparable to that provided by Ontario institutions. We are concerned about the issue of quality and have put in somewhat more stringent, although objective, criteria in the interim period while we examine the issue of quality criteria further.

The reason for not discontinuing the program, which I think underlies your question, is that these are very individual programs where consent is granted, as I was suggesting earlier only where there is a need being met by that program that is not currently being served by Ontario universities. There is a difficulty in simply removing access to those programs unless there is an Ontario university program offered that is similar. If the Ontario universities respond by providing similar programs, the societal need for that program would not exist and consent would not have to be given.

Mr. R. F. Johnston: Let's turn it around the other way. You are the Minister of Colleges and Universities. Demand is being shown in the marketplace of students, clients—sorry—customers out there for a program. The unresponsive corporations known as universities in the province are not providing the programs you want, so you are bringing in branch-plant operations from the United States which we know are much more responsive to the marketplace. I suppose this fits the new approach of the ministry.

Does it not make more sense if there is a demand for programs which you feel are suitable programs—in the case of teacher upgrading, for instance, or the kind of thing that is worth their getting credits that will give them more money and as a matter of fact more status in their

profession—if you think that is worth while, then should that program not be provided by a Canadian institution under your jurisdiction under the same kinds of rules and guidelines that you have for other programs? Why are you not moving on that?

Hon. Mrs. McLeod: There are no regulatory or statutory barriers to Ontario universities offering programs comparable to those that are being provided by the non-Ontario degree-granting institutions. I think we would certainly welcome the development of such programs for Ontario universities. We would not direct that, because I think that would be very clear intervention in the role of universities of Ontario.

Mr. R. F. Johnston: But you are intervening. I mean, you know why the Ontario Institute for Studies in Education, for instance, has said that it does not feel it can provide the kind of program that is being provided. You know that it believes in certain kinds of support services being provided, a level of support services being provided to the students, for instance, that Niagara College of Applied Arts and Technology is not doing. Brock University has the same kind of criteria in its education department.

You would expect that the university community would want to uphold those kinds of standards before those kinds of programs were established. Yet you basically do suggest a second-tier approach on this, run by foreign corporations, to meet the marketplace needs. That seems to me to be directing money. It is directing program money away from our institutions. It is very much playing an activist role and not a passive role in this. You are the one who approves these things and says they are okay and fine. As far as you are concerned, the normal rules of peer control that we have among our universities need not apply in these cases.

Hon. Mrs. McLeod: I think there is a question of access. You have used the term that there is a demand or a need for those programs. That is clearly one of the criteria that governs whether or not the consent would be given to grant that degree.

I think it becomes a question of whether there is a need being served by existing programs. To withdraw access to those programs unless it is possible for us to offer something comparable would be a very difficult decision to make. That was not a step I was prepared to take, but I am concerned about the quality of programming and whether or not the criteria can or should be expanded. That is something that we are reviewing over the next year.

Mr. Chairman: Mr. Jackson had a supplementary on this topic.

Mr. Jackson: Since it was Mr. Johnston's supplementary, I am actually returning to my main question.

Mr. Chairman: I think he turned it into his main questions.

Mr. Jackson: That is fine.

Mr. R. F. Johnston: I had to.

Mr. Jackson: Okay, then I will use it as a supplementary on my original question. The point I want to get at, though, is that you, as minister, are making these decisions. If you take it from the university system and look at the college system, clearly at Niagara College, with the dental hygiene program and its elimination by virtue of the funding formula for crown corporations, the impact of your decisions of the amount of money that will flow to that community college in the Niagara Peninsula produced the severance of a program, the result of which is that we have several dozens of students paying six times the tuition fee to go across the border to the United States to take the program.

It is hardly of any consequence on which side of the Peace Bridge they set up their shop. The point is that students are flocking across the border to take those programs at considerably higher cost. Those are decisions that you are making on the basis of your funding formula for the colleges, and that is the point we are trying to get at.

1630

Mr. R. F. Johnston: I do make a distinction.

Mr. Jackson: It is, with respect.

Mr. R. F. Johnston: I am encouraging the distinction between those across the bridge and those on this side, in our jurisdiction. Any kid who wants to go to Harvard can go to Harvard and pay if he wants, but—

Mr. Jackson: No, but the minister introduced the notion of programs that are currently, to quote you, "only where need is not currently being met." What you just told me is that you would agree to allow New York University to come across the border and provide the program because it is no longer being met in the Niagara Peninsula and the Hamilton area for those students in the dental hygiene program, because it has been eliminated.

I am just asking you about your criteria, as you have stated it, because I know that institution is most anxious to come across the border and provide it. There are many people, based on the

demand for that program, willing to pay those horrendously high tuitions in order to get access to the program, because the certification is universally acceptable across North America. That is not the issue here. The issue is access to a program to which a whole segment of that portion of the province has no access.

Hon. Mrs. McLeod: I do think we are in danger of confusing two very different issues. The question of college programming in publicly funded college institutions is quite a different issue from the provision of what are essentially private degrees. Quite clearly, these are not degree programs that we are talking about in the college but the degree programs that we were talking about when we talked about ministerial consents under the Degree Granting Act. That is the first distinction that we have to make.

Mr. Jackson: So you make a distinction between a university degree and vocational certification at a community college. You clearly put them on a different plane for purposes of your guarantee of access or your commitment to those types of control mechanisms.

Hon. Mrs. McLeod: I have not used the term "putting them on different planes." I am suggesting that we have two different issues. I would like to make the words quite clear.

Mr. Jackson: You were trying to clarify for me that I must treat them very differently.

Hon. Mrs. McLeod: I am suggesting that we were talking about degree-granting ministerial consents. That is one issue.

Those programs on which consent is given to grant degrees, the non-Ontario programs, receive no public funding. I think it is essential that we recognize the difference between publicly supported programs and those that receive no public funds.

Mr. R. F. Johnston: That is why the government lets them do it. It is so nice and cheap for it.

Hon. Mrs. McLeod: It is one the reasons we are very, very careful to maintain a criterion of only where a specific need exists and to provide time-limited consents in the degree-granting area.

I would like to take us a little bit back to—full circle.

Mr. R. F. Johnston: Are the time limits for the future only?

Hon. Mrs. McLeod: No, they are time limited in terms of the consents that are currently in place. I am very conscious of the time-limited factor to those consents.

I do have to take the discussion back full circle, because I think we got into this when Mr. Jackson asked about the impact of a potential free trade agreement. I indicated in response to specific questions that he had asked that, in terms of our existing structures, we do not anticipate that those structures would be impacted as they currently stand by the proposed free trade agreement.

I do, however, have personal concerns, because you asked me about my personal feelings about the impact of a free trade agreement on the whole differentiation of public and private systems and the extent to which there is this question, raised by the Council of Ontario Universities study that was tabled today, of whether Ontario students can compete with graduates of American universities when we recognize the very different value systems.

If freer trade led to a greater emphasis on our graduates being competitive with American graduates and if that, in turn, put increased emphasis on making our value systems more comparable, then I would have very great personal concerns, because I value very highly the publicly funded education system in this country.

Mr. Jackson: So your concern, as John Turner's is, is that if 80 per cent of our trade factor has not worked to date, you are convinced that this last 20 per cent that he keeps talking about is the range in which our value system will be adulterated. Is that what I am hearing? If it did not work in the first 80 per cent, it might work in the next 20?

Hon. Mrs. McLeod: I am simply saying that when the question of whether our students can compete is raised, the statistics that we are looking at are comparing a system in which we are providing publicly funded education, because that is what we believe in, and comparing our graduates and our funding of that program to a system in which there are both public and private institutions. We are comparing systems with two very different values.

Mr. Jackson: But clearly, your public statement is, on examination as minister, that our graduates are competing on a very healthy basis in the North American market. You have at least come to an awareness of that. Have you no handle on how well our graduates are comparing with other jurisdictions?

Hon. Mrs. McLeod: I have no question, although it may be somewhat subjective, that our graduates are in fact being very well trained and can be competitive.

Mr. Jackson: Very good.

Hon. Mrs. McLeod: I think that is an acknowledgement of the strength of publicly funded education systems in this country, a value system that I want to preserve, whatever pressures come to bear.

Mr. Jackson: That is the exact statement the Prime Minister made, and I was pleased to hear it from the minister.

Mr. R. F. Johnston: I am delighted you want to retain that at the same time that, like Bette Stephenson, you are allowing these private institutions from the United States to come in here and provide courses, a lot of them post-graduate courses that should be provided by our institutions in Ontario. I find that pretty bizarre.

The other twist to what you are saying about free trade—and, of course, I agree that we want public institution values which are important to maintain—is that, unlike the workforce problems we may have where we have to compete with Alabama and other states which have right-to-work legislation and no minimum wage, one of the ironic things in post-secondary education is that even the private institutions and the public institutions in the United States are getting more money than our institutions are getting. Maybe that would help you put more money into our institutions here to be able to make them compete. Who knows? I mean, that might be a very positive blessing from free trade in this one particular sector.

I want to ask you if you will table the list of the foreign institutions that are presently granting degrees in Ontario, how many students are enrolled in those courses, how many have completed those programs, what the time limits are for the various consents that you have at the moment, how many of those consents have been renewed and for what period of time. I would appreciate it.

Hon. Mrs. McLeod: I know that we can provide the institutions, the period of the consent. Can we also provide the enrolment data?

Mr. Jackson: And cancellations.

Mr. Chairman: Mr. Owen has been waiting patiently. We have three minutes left. Perhaps you can allow him to get his questions in.

Mr. R. F. Johnston: Absolutely.

Mr. Owen: In this fine province we have now managed to enable the francophone community to educate its children at the elementary level and the secondary level. They then launch themselves into further education to try to prepare

themselves to return to the community in various professional capacities. I gather that we can help them and provide the training for the teachers and those who want, say, to go into social work.

What happens if a young person wants to become a dentist and go back to his francophone community and get his training in the language in which he has received his elementary and secondary education? What if he wants to go on to be an engineer and continue to serve there? What are we doing for him within Ontario? If he has to go elsewhere, how much longer will he have to go elsewhere and what arrangements do we have?

Mr. Chairman: Can you answer in two minutes?

Hon. Mrs. McLeod: It is a tremendously challenging question. Obviously, we consider the extension of French-language post-secondary education services as part of our commitment under Bill 8 in two ways. We want to ensure that we can increase the participation of Franco-Ontarians in our post-secondary system and, as well, we recognize that if services are to be provided in French, post-secondary systems have to provide the training base for the people who will go out and provide those services. We are very conscious of our responsibilities. Again, it is part of our very real concern for accessibility.

What we have been doing is provide very large increases in additional funding to extend the number of French-language programs in both our colleges and our universities. We have now up to \$20 million in French-language grants for universities and \$11 million for French-language grants in colleges.

What we needed to address was a very large area of unmet need in terms of the numbers of programs available in French in both our colleges and our universities. We are faced with the complexity of both starting new programs which are needed, and also providing for the completion of programs currently in place, because what has tended to happen is that if you go into a program there may be certain courses available in French but not the entire program. We have been focusing some of our dollars on what I have learned to call parachèvement, which is completion of the complete program in French. We are working towards that, but we do have a long way to go in terms of providing full professional programs to Franco-Ontarians.

I am going to ask Lionel Poirier, who is the director of our French services unit, if he would come up to be able to respond in more detail, although you are concerned about time and

maybe it is something you would like us to get back to.

Mr. Chairman: We did agree at the beginning of our session—

Mr. R. F. Johnston: I think it would be wise to start off with this when we come back, because I would like to get into the notion of why we have a model, are willing to look at a model at the college level but not at the university level. Is it just money or is it something else?

Mr. Owen: I was addressing the universities.

Mr. R. F. Johnston: It follows from that. By the way, Mr. Sayers from the Council of Ontario Universities informed my assistant that in fact the council has done a fair amount of study of that

question I was asking. He found in the past that of that 35 per cent, many of them go to other post-secondary institutions, colleges or schools outside the province or country, and some go to the workforce. They consider only about two per cent of the group to be people who are disappointed rather than having chosen some sort of other approach to the matter.

Mr. Chairman: The committee agreed to adjourn at 4:40 in order to allow members to get into the House in time to hear the three leaders conclude the debate on free trade, so the meeting is adjourned.

The committee adjourned at 4:41 p.m.

CONTENTS**Tuesday, November 8, 1988**

Estimates, Ministry of Colleges and Universities	
University support program	S-248
Adjournment	S-260

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Clerk: Decker, Todd

Witnesses:

From the Ministry of Colleges and Universities:

McLeod, Hon. Lyn, Minister of Colleges and Universities (Fort William L)

Brzustowski, Dr. Thomas A., Deputy Minister

Wright, Peter J., Director, College Affairs Branch

Lyon, David, Executive Co-ordinator, Corporate Planning and Services







CAZON
XC12
- 577

No. S-11

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Colleges and Universities

First Session, 34th Parliament
Thursday, November 10, 1988

Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers



Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, November 10, 1988

The committee met at 3:47 p.m. in room 151.

**ESTIMATES, MINISTRY OF
COLLEGES AND UNIVERSITIES**
(continued)

Vote 702, university support program; item 1, program administration:

Mr. Chairman: I will call the meeting to order. Members of the committee, we are continuing with the deliberations of the estimates of the Ministry of Colleges and Universities. We are still on vote 702 and I believe the minister has some additional material to table with the committee before we move further.

Mrs. O'Neill: As usual, we go out heavier than we came in.

Hon. Mrs. McLeod: Perhaps I should almost begin with an apology for overloading you with paper, but we do feel we should respond as the questions are asked.

Mr. R. F. Johnston: The paper pushers need the work.

Hon. Mrs. McLeod: May I also begin by expressing the regrets of our deputy minister that he is not able to be with us today. He is attending the opening of the William G. Davis Building at the University of Waterloo. I felt the committee would excuse him so that one of us could be there for the opening of that building. I am going to be assisted by the Assistant Deputy Minister of Colleges and Universities, colleges and student support, Dr. Ralph Benson, and by Rodger Cummins who is the director of our university relations branch.

The material we have to table is, first of all, in response to questions about our admission of applicants as opposed to applications, just a statement of clarification. I believe that in fact the information we provided verbally at the last meeting was correct, but we have it in writing so that it makes it quite clear. Although I am not sure it was specifically requested we have added, information for the college system similar to what we were discussing on the universities, because that may also be of interest.

There was a question asked about the private vocational schools and the range of programs. What we would like to table for you are copies of Horizons, which is an outline of our programs,

lists of university and college programs and private vocational school programs in Ontario. If members of the committee have not had an opportunity to see this outline, I think it would be of interest.

Mr. Chairman: Have you brought copies for everyone? Oh yes, I see them being distributed.

Hon. Mrs. McLeod: In English and/or French.

Finally, in response to a number of questions, there is information on the Degree Granting Act and consents granted under the Degree Granting Act as well as information about programs being offered of a religious or theological nature.

Mr. Chairman: As I recall from our session, we had entertained a question from Mr. Owen and we were in the middle of receiving a response from Mr. Poirier on French education at the college and university level. If we could finish off with that, then we will move to Mr. Johnston.

Mr. Owen: If I could update what I was suggesting by way of a question, I was referring to where we were and how we got to where we were. I think it might expedite the reply if I said that probably all of us know that before you can have extensive programs at the post-secondary level, you have to have the secondary level providing French-language, and before you can have that, you have to have the elementary school providing it. That is what we have been going through as a province.

I feel most people would understand that. It might be more profitable for you and for us if you would bring us up to date as to where we are with what we provide today, with what arrangements we have with Quebec or other jurisdictions and with what you are proposing we can do as a province to provide post-secondary assistance, particularly in the professional fields.

Mr. Poirier: I will first address the question why programs such as dentistry are not offered in French in Ontario.

The dentistry program is part of a special Ontario-Quebec agreement on health and social services. The program is referred to as the health and social services study program and this agreement was signed in March 1988. It facilitates the admission of academically qualified and

eligible Ontario residents to selected programs offered in French at Quebec universities.

A specific number of positions are designated in the following limited enrolment programs and that agreement exists for five years. Quickly, the programs are audiology and speech language pathology, dentistry, medicine at the undergraduate level, nursing at the master's degree level, pharmacy and the master's degree in social work.

The Ontario-Quebec health and social services study program is designed to provide French-speaking Ontario residents with an opportunity to pursue post-secondary studies in the French language in Quebec. This program is also designed to increase the number of French-speaking professionals available to provide health and social services in French in Ontario. Eligible students are required to agree to return and work in Ontario for a minimum of 24 months following graduation, and they agree to do their service in areas considered underserviced, as well as areas designated for French-language services by the government of Ontario under the French Language Services Act of 1986.

This, of course, is an interim measure undertaken by the ministry to accommodate both the needs of the Franco-Ontarian community and the needs of other ministries in order to comply with the French Language Services Act. All other matters dealing with the delivery of French-language programs by universities are at the moment being considered by the University Task Force.

The mandate of the task force is to make recommendations respecting a five-year implementation schedule in Ontario on ways to increase French content of bilingual programs, and we call this parachèvement. The task force will recommend measures to foster excellence in French programs. It will recommend appropriate funding in allocation mechanisms for French programs, as well as terms and conditions for new funds to encourage co-operative projects. We encourage universities to co-operate in the provision of French-language services.

In conclusion, the university task force will soon be in a position to make its final recommendations to the minister concerning the five-year plan on the offering of French-language programs, as well as on specific designation criteria for universities. So this is the dialogue that is now going on with the presidents of universities that have traditionally provided services in the French language.

Mr. Owen: With regard to your answer dealing with the agreement with Quebec, can you

give us some assistance on what the financial aspect of that would be?

Mr. Poirier: The students pay normal fees, as if they were Quebec students. Of course, they have access to the student assistance programs.

Mr. Owen: So that would be the extent of it. Is there any special assistance because of travelling?

Mr. Poirier: Yes. The Ontario programs include that. I am referring here not only to the program everyone knows about, but also to the special student assistance programs provided for northern Ontario residents. That assists them with all costs.

Mr. Beer: With regard to the task force, could you just tell us a little bit more about who is on it, when it began and its *raison d'être*?

Mr. Poirier: The task force was established by the former minister and is chaired by the assistant deputy minister for universities and research support. It comprises the four presidents or recteurs of the four universities providing French-language services, as well as the chairman of the Ontario French Language Services Commission, the chairman of the Council for Franco-Ontarian Education and the executive director of the Office of Francophone Affairs. It also includes a representative from the Ministry of Skills Development, and of course, Ministry of Colleges and Universities civil servants.

Mr. Beer: Does it meet on a regular basis?

Mr. Poirier: It has existed for about 14 months, meets regularly and is winding up its work. As I mentioned, it will very soon present its final report to our minister.

Mr. Beer: What are the four universities?

Mr. Poirier: The University of Ottawa, Laurentian, Glendon College and the Collège de Hearst.

Mr. R. F. Johnston: You seem to indicate that there is a differentiation in systems for northern Ontario students that makes up for all their travel needs for all those who have to come south, or in this case, go to Quebec. I have been hearing a lot from francophone students that they do not feel there is sufficient recognition of those kinds of costs. Is the commission looking at that concern or do you consider there is no concern?

Mr. Poirier: The task force is addressing all facets to facilitate access or accessibility to French-language programs both within the province and without. The special student aid for northern Ontario, of course, is to indicate or

underline the special scarcity of human resources in the French language in northern Ontario.

Mr. R. F. Johnston: How much money would a student get to go to the University of Montreal?

Mr. Poirier: Again, it will be based on his needs. He or she will submit an application, as do Ontario students who remain in Ontario. His or her application will be judged on the information contained in the application.

Mr. R. F. Johnston: If his parents earn \$40,000 a year and the government considers him to be a dependant, does he have the same problems as everybody else in terms of getting money?

Mr. Poirier: I assume that question would need to be responded to by student awards branch officials.

Mr. R. F. Johnston: Maybe we will come to that when we get to student awards then. It just strikes me that it sounds a lot more glorious than it really is in reality.

1600

The other question I have is that you seem to be saying the task force is discovering what has been alleged for some time, that bilingual courses have much less French than they would seem to have at first blush, especially as you move up the academic scale and are into your final years at university. Is that a finding? Is that confirmed?

Mr. Poirier: The ministry has the benefit of a study that was prepared by Dr. Stacy Churchill of the Ontario Institute for Studies in Education which demonstrated that the participation of French-speaking Ontarians was at 50 per cent of what it was for other Ontarians. The solution he recommended was that there be a wider variety of programs that are taught in French offered in this province. Our ministry is taking action with the help of the heads of both the colleges and the universities, the post-secondary institutions.

Mr. R. F. Johnston: You are not going to do the colleges until a little bit later. There was some talk last year that French courses that were being offered in parts of southwestern Ontario were going to be the victims of budget cuts at the college level rather than the university level. We have not talked about the university level at this point. Have those courses survived or is it now virtually impossible to get French-language instruction in southern or southwestern Ontario?

Mr. Poirier: You are referring to the college situation?

Mr. R. F. Johnston: To the college situation, which you also referred to.

Mr. Poirier: For a number of years now, French-language instruction at the college level has been provided by six bilingual colleges, including Niagara College in Welland. We know that the offering has grown and then stopped growing. One of the reasons is that graduates of high schools have been fewer, for obvious reasons. Then, some of the programs have not been able to maintain a level of viability.

I was in one of those colleges and administered French-language programs. It is very hard at budget time to have some of these programs survive. If I had the choice between serving 15 French-speaking students with the money I have or three, then the choice is rather clear.

We, as a ministry, have initiated two programs to facilitate accessibility. One of them is called EducAction, which is intended to ask the community how the community should be reached and should be informed. We want to help the institutions inform the population of potential students about the university and college programs.

EducAction is an initiative that will last a few years. We will call upon the community, consult the community and ask it to advise us and the agencies we are responsible for, the colleges as well as the universities, how this community in northern, northeastern, eastern or southern Ontario should be reached. They will advise us how best to do that.

Mr. R. F. Johnston: Can you tell us today or can you get for us the number of courses that are actually available in those supposedly bilingual colleges in southern Ontario?

Mr. Poirier: We will provide you with the information with pleasure. I can tell you now there are 66 college programs at the provincial level at those six bilingual colleges in the French language or partly in the French language.

Mr. R. F. Johnston: The ones I am interested in are the ones for southern and southwestern Ontario.

Mr. Poirier: We will provide that.

Mr. Beer: Do we know how many Franco-Ontarians are studying at Quebec universities? Are there any statistics?

Mr. Poirier: We certainly know about those we assist financially and that information, I assume, could be produced for you. Of course, there will always be Ontarians who study there on their own—

Mr. Beer: Sure, as there are English-speaking Ontarians.

Mr. Poirier: —because the exchange does in fact occur.

Mr. Beer: Of course. What I was interested in was to have some statistics over a period of time to try to get some handle on whether, through the program and through the agreement you have with Quebec—for example, with dentistry and some of these other programs—there has been any particular shift over the last five or six years.

In terms of the various programs you mentioned—dentistry, audiology and so on—do you have the figures on how many Franco-Ontarians are taking advantage of those programs? For example, are they all full? Have we filled all the spaces we were allotted by Quebec?

Mr. Poirier: The agreement was signed in March 1988, so it is a relatively new program. It takes some time for a program to get started. Hence, it will take some time for those programs to be filled, but we are improving our ability to reach that.

Mr. Beer: Okay.

Mr. R. F. Johnston: How many? Certainly, that is your next question.

Mr. Beer: Yes. I would be interested to know how many, even in this year, just so we can build on that.

Mrs. O'Neill: You named four universities. When we were on the select committee on education, Université Laurentienne made a presentation. You did not name that university.

Mr. Poirier: I named it in English. We have the University of Ottawa, Laurentian University—

Mrs. O'Neill: I am sorry, you did. Okay.

Mr. Poirier: —Glendon College and Collège Universitaire de Hearst.

Mrs. O'Neill: Where is this Glendon College?

Mr. Poirier: Glendon College is part of York, here in Toronto.

Mrs. O'Neill: I am sorry. I was not familiar with that.

Mr. Poirier: It has bilingual programs.

Mr. Owen: I have a supplementary as well. With the anglophone situation, we find a greatly increasing need of teachers and we find there is a larger number attending university with a view to becoming teachers. Are you finding the same need in the francophone area? Is that need being met? Is there any difficulty?

Mr. Poirier: There is difficulty.

Mr. Owen: I know the need is there because I have heard that. What is happening with it?

Mr. Poirier: We know there are 85,000 anglophone students in immersion programs. They all need teachers and the teachers, in some cases, come from the French-language schools. There is a problem and the problem is being addressed by a joint committee between the Ministry of Education and the Ministry of Colleges and Universities. We intend to provide and offer solutions.

Mr. Owen: Is there going to be a shortfall and how are you going to address that shortfall?

Mr. Poirier: The committee that is established will be addressing the shortfall. First, we have started by identifying the problem. Is it a large shortfall? Is it a small shortfall? That is being identified now. We will then consult with the teacher-training universities, with the faculties of education, in order to provide solutions.

Mr. Owen: Have you initiated any recruitment program to try to meet the shortfall? I understand the shortfall is there. The committee may suggest recommendations, but that might be months or years from now.

Mr. Poirier: The universities, of course, have for years made special efforts to recruit teachers. Just as an example, when someone registers at the University of Ottawa in whatever faculty, he receives a letter by special delivery inviting the candidate to consider the faculty of education. I lived through that experience personally. The universities, the teacher-training faculties of education are addressing that. They are saying, "We are cognizant of the shortfall and we are providing special information to everyone who applies in the first year of our programs at the University of Ottawa."

Mr. Owen: I have one last question. In the anglophone area, we have had a situation where the need has rapidly increased, but they are able to meet that need. What went wrong or what happened that this did not occur with the francophone area?

Mr. Poirier: I think it is the excellent work being done by a variety of organizations for the promotion of French immersion. It just happened across Canada. Even in British Columbia the number of students involved in immersion is growing daily. They will soon reach 55,000. We are at 85,000 at the moment. I think it is the success we are experiencing as a country that is making the learning of French more and more popular, with more and more parents saying, "I

think this is good for my children and I will have them enrolled in French immersion school." Hence, some of the teachers from the French-language schools for francophones were drawn away to join these French immersion schools. It just happens. It is a success story, I think.

1610

Hon. Mrs. McLeod: I have a couple of statistical pieces of information that are hot off the press. I think we are getting into fairly firm enrolment data now. In terms of our concern to see an early addressing of the issue of whether there may be teacher shortages in the future, with our focus on accessibility, we have encouraged the adding of numbers in program areas where we anticipate future shortages.

The most recent data Rodger Cummins has just handed me suggest the enrolment in our teacher education institutions this year is up 13 per cent over last year. To address specifically your concern about shortages of teachers of French, of this figure, 446 candidates in a pre-service program have French as a teaching option. As well, 228 teachers are currently taking part 1 of the additional qualifications course, French as a second language. So there is a potential of 674 additional qualified teachers for French-as-a-second-language classes.

In our French-as-a-first-language teacher education programs, offered at the University of Ottawa and Laurentian University, the increase of enrolment is 5.1 per cent this year over last year.

Mr. Owen: Do you have any figures on where you have approved immersion schools but they have not been able to proceed because of inadequate staffing?

Hon. Mrs. McLeod: Of course, the offering of French immersion programs would be through the Ministry of Education, so I would not have the data.

Mr. Owen: You would not know where that happens? Pardon?

Mr. R. F. Johnston: They do have the data.

Hon. Mrs. McLeod: Certainly, our identification of the potential shortage of teachers in the future is what has led to stressing increased enrolments, if at all possible, in teacher education institutions, particularly in the area of—

Mr. R. F. Johnston: One would presume the minister knows, or how would you be able to rationally decide whether 13 per cent is a good increase or not a good increase? You must have this information, which you would love to share with us, I am sure.

Hon. Mrs. McLeod: I do not have the data at hand.

Mr. R. F. Johnston: I am sure we will get it.

Hon. Mrs. McLeod: The predictions of numbers of teachers that may be required will come from the study that is currently being done jointly with the Ministry of Education on teacher demand as a part of the study on teacher education. That is due fairly shortly, but I do not have that in hand right now.

Mr. R. F. Johnston: Can you give us the other information on who is participating in the schools of education at the moment, for instance, the technology teachers, etc.? Can we have that breakdown? As we know, the shortages are not just in French. It would be very interesting to see whether the 70 places that are reserved for technology teachers have been expanded this fall or not. I am sorry, Mrs. O'Neill.

Mrs. O'Neill: I thought I heard Mr. Owen say where the ministry had approved of the French immersion program being offered.

Mr. Owen: The other ministry.

Mrs. O'Neill: No. I want to make the correction that the ministry does not make the approval of whether French immersion will be offered. The local board makes the decision, and depending on the set of criteria, would receive the grants. I think we should have that straight for the record.

Mr. R. F. Johnston: I would like to move on to the whole issue of pay equity if I might, minister. What is your policy about the introduction of pay equity into the university system?

Hon. Mrs. McLeod: What is our policy in terms of the introduction of pay equity into the university system?

Mr. R. F. Johnston: What are your time lines? How are you overseeing its implementation? What money are you putting into it?

Hon. Mrs. McLeod: The Pay Equity Commission of the government is working with all those who are going to be involved with the first time lines for the introduction of pay equity. For the universities, that is the 1990 date. Mr. Cummins, I believe, has the story for the implementation.

Mr. Cummins: It is the date established by the legislation. We do not have any additional information from the universities at this stage.

Mr. R. F. Johnston: So you are expecting the 1990 date to be achieved by the universities. Have you had any estimates from them as to the cost of introducing pay equity?

Hon. Mrs. McLeod: You are suggesting that is a ballpark estimate. If you want to respond, please do, Rodger.

Mr. Cummins: We asked the Council of Ontario Universities as recently as a few months ago whether there was an estimate. When we asked for the information in the summer, they had not done any kind of an authoritative estimate. There was still that date—

Mr. Chairman: Could you speak more into the microphone?

Mr. Cummins: Okay. I was saying we had asked the Council of Ontario Universities staff during the summer whether they had an estimate of the cost from the universities. They advised us at that time that they had not then prepared an estimate. People had been working with a ballpark estimate of one per cent of the salary, though, but nothing any more sophisticated than that.

Mr. R. F. Johnston: What would that be?

Mr. Cummins: I think—I am looking at my co-ordinator of capital and operating grants—the one per cent of the salary might be around the \$20-million to \$25-million range.

Mr. R. F. Johnston: Okay, that is a kind of range. I had heard that the University of Toronto had come up with a ballpark figure of around \$3 million for it. Would that fit within that kind of scope?

Mr. Cummins: In terms of enrolment, the University of Toronto is about 18 per cent of the system, so it may be a fair number.

Mr. R. F. Johnston: Where is the \$20 million to \$25 million going to come from?

Hon. Mrs. McLeod: We are still obviously talking about estimates and about the potential impact it may have on the institutions. I think that is true across other ministries. That is certainly something that is going to be an issue for some discussion within government, as we have a better understanding of what the full impact will be and how that can be managed. I cannot give you a statement at this point on either what the full impact may be—

Mr. R. F. Johnston: Can you not tell me what the policy of the government is in terms of assuming the cost or expecting the universities somehow to subsume this within their overall budgets?

Hon. Mrs. McLeod: No, at this point I cannot. I can tell you that we are working with the Pay Equity Commission and with the

institutions towards implementation and towards knowing what the impact will be.

Mr. R. F. Johnston: Knowing that the universities are absolutely dependent upon our largess as a government, is it not rather unfair not to expect that the government itself would assume 100 per cent of these costs? Why would there be any lack of clarity in terms of expectations on the university section to pick up any of this cost?

Hon. Mrs. McLeod: If we are talking about the policy of government, obviously understanding the full realization of the impact of pay equity policies on different institutions across the province is something government has to do. There are, of course, going to be very different factors in different settings. There is also the reality that salary negotiations are something carried out at each of the separate universities. So I do not think I can make a blanket statement about policy in addressing the issue of pay equity.

Mr. R. F. Johnston: But this is a government policy that has been foisted on the universities, and rightfully so and I am delighted we did it. This is not something we have left up to their bargaining table. We have in fact told them that by 1990 or thereabouts they will have to have brought about pay equity, and that that is all there is to it. I do not understand the argument you are making that would suggest anybody but the government would have responsibility for the costs for these kinds of institutions.

Hon. Mrs. McLeod: Actually, I am not attempting to make an argument at this point. I am simply acknowledging the point at which the process is, that we along with the institutions are looking at the implications of that, and that there will obviously be continuing discussions with the institutions and within government. But I do not have a further statement of policy to make at this point.

Mr. Jackson: You seem to be quite unaware of what may or may not be going on at the university level. This legislation has been in place for well in excess of a year. Are we to understand from your comments that you are unaware of the potential costing when we are halfway through the loop?

Hon. Mrs. McLeod: As Mr. Cummins has just indicated, I think there are some estimated costs. That is not a final understanding of the full impact.

Mr. Jackson: All right. Then let me ask you in this way: Are you aware of any community

colleges or universities that now have put in effect full pay equity agreements?

Hon. Mrs. McLeod: I am not sure there are any that have full pay equity agreements. There have been some adjustments within the college system that bring us closer to pay equity and may achieve that, but I do not think we have—as I turn for some further clarification, I was making reference to work that had been done in a reclassification system in the college system which certainly is in the direction of pay equity and may in fact achieve that in a number of colleges. Again, we simply do not at this point in time have the final analysis by each college and university to know that.

1620

Mr. Jackson: I am familiar with the processes that are occurring in school boards. School boards are doing the bargaining process and are coming to pay equity agreements. The taxpayers are picking up 60 per cent of those costs through their property taxes and the province, conceivably, is transferring about 40 per cent in terms of operating grants. Are you doing something similar with the colleges that have moved towards the equity models or have put in place reclassification systems? Is there any mechanism at all in your ministry, or are you just lumping it in with your blanket transfer payments?

Hon. Mrs. McLeod: You are talking about an estimate that I think might be more appropriate to come in next year's estimates as we get closer to the time of implementation.

Mr. Jackson: No, I asked you specifically about agreements that are now in place. Is there any dialogue with your ministry as to how they are being paid for?

The Ministry of Education took a laid-back approach and boards took the initiative and developed and put in place models, but they have a source of revenue. In Metro Toronto, they get 98 per cent of their money through local taxpayers; so we know that pay equity in the city of Toronto is being paid for by property tax revenues, it is not being paid by the government.

Now that you have an understanding that some colleges have the model in place I have a simple question: Have you effected any agreements to reflect in the grants the fact that they have made that movement? That is basically Mr. Johnston's question as to how we are going to deal with it.

Hon. Mrs. McLeod: You have suggested I have made the statement that some colleges now have agreements in place. That is not an accurate statement. I said there was some work done in the

past, prior to pay equity legislation, on classification systems that I think will be well in the direction of pay equity implementation. These are not final estimates of the impact of pay equity; they do not constitute agreements at this point. We do not have those, to the best of our knowledge, in any of the individual universities or in the college system. As we become aware of those, we will certainly become aware of the implications for funding.

Mr. R. F. Johnston: We are not talking about a line item in an estimate now. We are talking about policy the government should or should not have.

It was our understanding, in the debate on pay equity, that the government would be assuming its share of the cost. Mr. Jackson said at the board of education level; that is one thing. At the university level it is a very different matter; but one of the basic understandings was that the workers in the system were not going to have to pay for this.

One of the dangers if you do not say that you are going to be assuming the cost and that this is somehow going to end up on the negotiating table, is that it means the workers are going to have to make tradeoffs in the transfer of money you are giving to the universities. If they want pay equity, they are going to have to give up something else. That is something we were told in the debate would not occur.

What I am after is some sort of statement by you to say that the government is going to assume the responsibility for the costs of pay equity at the university level.

Hon. Mrs. McLeod: I fully understand the point you are making. What I am suggesting in turn is that the implications of pay equity for either colleges or universities are not yet fully known. If you are asking me if there is a specific inclusion in this year's estimate for pay equity pressures, no, there is not.

Mr. R. F. Johnston: No, I am not. I am asking you a policy question.

Hon. Mrs. McLeod: If you are asking me whether there might be some inclusion in a specific line item in future estimates and allocations, that is a possibility. I cannot give you that answer now.

Mr. R. F. Johnston: I am asking you for your policy. If you knew today that the actual figure was going to be \$25 million, let's say, would your policy be to assume that \$25-million cost or to have part of that assumed by the institutions? My argument is that if you have it assumed by the

institutions, it will essentially be assumed by the workers, because the universities are dependent on your pass-through of dollars.

We have already seen it. I do not know if you saw the latest Ontario Confederation of University Faculty Associations newspaper, but in that somebody was arguing that the way the universities can interpret pay equity is that you would equalize down rather than equalize up. In the absolute extreme, which I would hope you would also disavow at this stage, that is exactly the kind of pressure that can be put on workers if you do not say that no matter what the cost is, whether it is one per cent of salary or 0.75 per cent of salary, that is going to be the factor that you, as the government, are going to assume.

Hon. Mrs. McLeod: It is very difficult for me to separate out components of funding that are going to occur in the future. I can certainly go back and look at the estimates that are here and speak to those estimates, but you are asking me to speak in terms of the commitments of future estimates that are dependent upon negotiations carried out at each university, negotiations carried out with support staff and academic staff of our colleges.

You are asking me to talk about future base allocation changes to universities and colleges, and what portion of that may be identified as addressing the pressures of pay equity that have perhaps been acknowledged in the negotiations process. Those can all be part of future discussions, but not today.

Mr. R. F. Johnston: If you want to say today that after the negotiations are over you will assume that which is mutually agreed upon to be the actual cost of pay equity, great; that is okay, that is a good statement. But I am not actually hearing even that yet, that you are going to pick up 100 per cent of those costs that are pay equity costs.

Hon. Mrs. McLeod: I think you are asking me to separate out costs. We will certainly know what the pay equity costs are. We will certainly recognize that this is a pressure and that those pay equity costs have to be assumed.

Mr. Beer: Following on from that, it seems to me, if I understand it, that one of the things you are doing is, first, determining in these various discussions going on what in fact constitutes the pay equity cost. I understand what Richard Johnston is saying, that in negotiations people may want to suggest that this is part of this cost, and someone says that maybe two thirds or three quarters is. Ultimately, we will reach a point

where we have some common sense of what that cost is.

None the less, at this stage I take it you want to identify that through the various discussions before making a specific commitment in terms of what the ministry would be paying. It might be 100 per cent of an agreed upon cost; it might be some other kind of formula. Do I take it you want to see that as a factor within all of the moneys you are providing for the universities?

Hon. Mrs. McLeod: I think that is a fair statement. I believe our role at this point is to be fully aware of the discussions going on at the institutional level, of what the funding implications will be of achieving pay equity. Quite clearly, the cost of pay equity must be met. It is legislation which will be implemented.

What I am hesitant to do today is to attempt to articulate in this estimates process a statement of future government policy. If the committee would like the pay equity commissioner here, who perhaps would feel on a more comfortable footing in articulating what is happening across the ministry and more specifically in institutions, we would be happy to ask for that if it is appropriate for him to come in.

Mr. R. F. Johnston: The pay equity commissioner may be called upon, if agreement cannot be reached between the parties, to determine what are the actual pay equity costs at a place like the University of Toronto. That is not the issue I am asking about. Once that is determined, I want to know if you are going to assume the costs. If you were saying what Charles Beer was trying to put in your mouth, that you want to see this within the overall context of university funding, in my view that is totally unacceptable.

We are the ones who are requesting this pay equity cost be laid out there and paid for the social equality reasons we want it to be there, and I thought we had said we would assume the costs of that. I do not see why you cannot say that. It is just like you can say that we are going to get a French college in the eastern part of the province, or that the principle of Ontario student assistance program funding we want to move to is this or that. You can say those things for the future. There is no reason you cannot say what your overall policy view is on this.

I am not asking you to give me the dollar amount. I am just asking you to accept the notion that whatever is determined as the pay equity cost is yours, and you pick it up.

Hon. Mrs. McLeod: Clearly, whatever is determined as pay equity cost has to be assumed in the costs of the institution. Through our

allocations process we pay a certain percentage of that cost. There is, as you know, a portion that comes through fees.

1630

Mr. R. F. Johnston: So the students are going to get stuck with this. That is great.

Hon. Mrs. McLeod: But all the costs that are incurred by the institution are covered by our transfer payments, in combination with the fees. As Mr. Jackson has recognized, there are no other sources of funding.

Mr. R. F. Johnston: So 18 per cent of it may be picked up by students; that is now what you are saying.

Hon. Mrs. McLeod: That is not what I am saying.

Mr. Jackson: Part of our frustration is that Mr. Johnston and I were present in the parliament in which the government of the day made the promise, and it was made by the Minister of Colleges and Universities who is now the minister responsible for women's issues and Minister of Labour (Mr. Sorbara). What disturbs me, and I imagine it very much disturbs Mr. Johnston, is that the minister today is unable to state that she is able to reiterate the promise made by her predecessor. That is what I just found out. That is surprising and shocking and it has serious implications for post-secondary institutions in this province. We know it will; that is obvious.

Hon. Mrs. McLeod: The best I can do at this point on behalf of the ministry, and quite clearly on behalf of the government, is to indicate that pay equity legislation is in place. There is a date for implementation of pay equity. We are moving towards that.

Mr. Jackson: And there will be increased costs; you have mastered most of it.

Hon. Mrs. McLeod: There will be increased costs and those costs will be assumed. We are not anticipating a different method in the way in which we go through our allocations and estimates process in the future.

Mr. Jackson: Calculate it.

Hon. Mrs. McLeod: At that time, we will certainly be able to identify the implications of pay equity as an item for discussion in the estimates of that particular year and how they figure in the allocations process.

Mr. Jackson: Where will you be putting that line item? I thought you just said it would be lumped in with the transfer payments. Perhaps your assistant deputy could tell us exactly what line item we might look at for it next year,

because that is the year in which you will be implementing it, according to the legislative time frame.

Hon. Mrs. McLeod: Presumably the pay equity determinations affect salaries, except that we do not separate out the salary components specifically in our transfer grants.

Mr. Jackson: I am uncomfortable when you use "presumably." I asked if the deputy could please tell us what line item this item would appear in next year if you already have that understanding.

Hon. Mrs. McLeod: At the point at which there are pay equity costs being assumed, the place in which it appears as a transfer of funds to the institutions to cover those costs is in the operating grant transfers to the institutions.

Mr. Jackson: Is that broken down on the basis of an individual labour component? That was my understanding when I read them, so why are you talking about a line item reference? It is lumped in. These are big dollars all lumped in together, and you can presume to say, "We have reflected it in those dollars."

Hon. Mrs. McLeod: What I indicated was that I think we can talk to that in our estimates process at the time the costs have been acknowledged.

Mr. Chairman: I believe Mr. Johnston started this line of questioning. Are you finished with it?

Mr. R. F. Johnston: My head is getting sore from hitting the old red brick wall. Somebody else can go on for a while. It is now a very red brick wall. It used to be a blue brick wall; now it is a red brick wall. So much for open government.

Mr. Chairman: Mr. Jackson, do you have a question you would like to ask?

Mr. Jackson: I have dozens.

Mr. Chairman: You are on then.

Mr. Jackson: I am on; great.

Minister, you assured us that you would be able to respond to how you were dealing with the cuts required by Management Board of Cabinet. The first part of my question is if, in fact, you have somehow been able to avoid that requirement to cut by half a billion—and it would be wonderful if you were able to do so—but if you were not, could you please indicate how much you are being called upon to cut? I know other ministers in other estimates have been able to indicate the approximate amount of moneys

involved. Finally, what is the policy you are approaching for those cuts?

Hon. Mrs. McLeod: Let me begin and then turn to David Lyon for additional clarification that might be helpful. The concerns I think you are aware of are of two per cent in the area of salary and six per cent in the area of operating. Those are internal constraints. Those have been achieved internally without any reduction at all of services. There is a further sum of \$1.8 million, which is the result of a budgeted figure of \$38.2 million for the accessibility envelope of which we required only \$36.2 million.

Mr. Jackson: I am sorry; give me that again.

Hon. Mrs. McLeod: There was an accessibility envelope of \$38.2 million. That envelope funding was being provided on the basis of full average cost per new student. As that was applied without any reduction in that commitment, the amount required to provide full average funding for the new growth was \$36.2 million. That achieved a saving of \$1.8 million.

I believe, Mr. Lyon, that is the operating constraint.

Mr. Lyon: Those are the savings we have been able to achieve this year. In addition, because of the construction strikes during the summer, there will be a certain amount of cash flow on capital that was unlikely to be flowed.

Mr. Jackson: Are we talking about the two per cent on salaries and six per cent on services just within your ministry?

Hon. Mrs. McLeod: Yes, it is internal.

Mr. Jackson: What would the total estimated savings be in that regard, then, because I am looking at increased expenditures of several millions in the panels where I began examining estimates. Are you suggesting you are not going to spend all those moneys?

Hon. Mrs. McLeod: Internally, the salary constraint is \$347,000. That is a two per cent salary constraint. The operating six per cent constraint is \$574,000. In this particular estimate, that is being applied on a pro rata basis across the internal ministry offices.

Mr. Jackson: How much money do you expect not to have to expend, Mr. Lyon, with respect to the capital transfers? I know we established that it was \$6 million in the previous year. What is the potential you are looking at this year?

Mr. Lyon: We expect it to be approximately \$5 million across the two sectors of universities and colleges for capital.

Hon. Mrs. McLeod: I stress, however, that we of course meet the cash flow demands as they are required, and we are keeping all commitments to all announced capital projects.

Mr. Jackson: Yes, you are just not giving the same amount of money you are announcing. We established—

Hon. Mrs. McLeod: No, that is not the case. Those projects will be funded at the level that was announced. What happens is that there may be a delay in the requirements for cash.

Mr. Jackson: I understand the process. I used to—

Hon. Mrs. McLeod: But all those projects are being funded in full amounts, so it is incorrect to say we are not funding at the level we announced.

Mr. Jackson: We established two estimates previously, that the \$6 million last year was lost, that those projects in your own—we will get Hansard if you are having difficulty remembering it.

Hon. Mrs. McLeod: I am having no difficulty with that whatsoever.

Mr. Jackson: Good. Now we are suggesting that possibly \$5 million will surface, perhaps next year, as the finalization of those commitments, but that will not be \$5 million added to next year's allocation. I thought we established that.

Hon. Mrs. McLeod: Yes, that is right.

Mr. Jackson: We are now looking at almost \$11 million in two years of targets that are less than the targets.

Hon. Mrs. McLeod: But all projects announced last year will be funded at the level of the announcement, all projects announced this year will be carried through and funded at that level; so all commitments that were made to capital projects are going to be met. If you would like a breakdown of that specifically, I can certainly provide it.

Mr. Jackson: We are still short \$6 million from last year and potentially \$5 million will not be transferred this year. However, you wish to look at accounting one way and I wish to look at accounting another way.

Hon. Mrs. McLeod: I wish to look at the projects we know are needed, to which we have made a commitment and which will be completed.

Mr. Jackson: I have another area of questioning and perhaps the chairman would like to move on to someone else.

Mr. Chairman: I do not see any other hands. Did I miss one? Mr. Owen.

Mr. Owen: I want to ask a question. I know we are dealing with universities still, but it is one that overlaps the two. For some time, as the minister is aware, the colleges have asked for degree-granting rights and I believe the minister and her predecessor have so far said no. Then, I believe, there was some negotiation or talk that went on between the universities and the colleges with regard to some of the programs that are being followed and pursued in both areas—tourism is in one and tourism is in the other; engineering is in one and engineering is in the other.

I understand negotiations are still going on between the universities and the colleges. Could you update us? Where are we? What are the possibilities of this being worked out or something being finalized? Are the universities taking it seriously?

1640

Hon. Mrs. McLeod: It is a very broad issue and I would like to spend just a couple of minutes on what has been going on. You are absolutely right: The colleges are not degree-granting institutions in Ontario; they do not grant degrees. What has happened in the past is that there have been individual negotiations between colleges and a particular university for transferability of credits.

That has not happened in a widespread way, other than in nursing programs. I believe virtually every university that has a nursing program does acknowledge, to some degree, the credit achievement in the college nursing program, so that the nursing graduate who wants to go on to complete a university degree in nursing would have some portion of her work at college recognized as advanced standing in the university program.

That has happened, to a lesser degree, in a number of other programs in certain universities. The colleges have been concerned to know whether there could be greater flexibility, greater potential transferability between the two systems. Certainly, that is an issue that has been raised as a concern by college students on a number of occasions.

There are some colleges that have said, "Should we be degree-granting?" There are many others that have said: "We would really be concerned about that. If the colleges were to become degree-granting, what does that do to the status and recognition of our diploma programs? Does this change the mandate of the colleges?"

One of the issues that the Council of Regents will be looking at through the Vision 2000 study is the mandate of the colleges, what parts of that original mandate should be preserved in the future and what parts should change. The whole question of the interaction, the interrelationship between the colleges and the universities is very much part of that question.

More immediately, because of the conference we held with the universities and colleges, people coming together with the purpose of that conference being to increase dialogue between the colleges and universities, I am aware that the amount of dialogue is already increasing. There will be some welcome follow-up, I think, in the short term between the universities and the colleges, further addressing this whole question of interaction.

I think it is part of the longer-term study of Vision 2000, but will also be part of an increased dialogue between the universities and colleges across the province.

Mr. Owen: The issue at the college level is a very important one and takes up, it seems, a fair amount of their time and concern. I have detected through the years that it has not been the burning question at the university level. I sort of sense that if the universities are going to try to address the problem and try to work something out, it will only happen if the minister or the ministry is going to try to encourage it or push it a bit.

Hon. Mrs. McLeod: It really is a very complex question. One of the difficulties—I would not ascribe it solely to the universities, although I think the colleges perhaps have been more vocal in saying, "We need to look at this area of interaction," because they are concerned about the flexibility that is provided to their graduates. They have been perhaps more in the forefront of saying, "We need to address this."

There is concern on the part of the colleges as well as on the part of the universities. It relates, for example, to the fact that we do not have a centralized curriculum in Ontario for either college or university programs. If the universities were to look at the transferability of credits, there is not a central description of a particular college program about which all universities in the province could say, "We see in what ways this program relates to some aspect of our program." It would almost have to be an individualized assessment of each of the programs to see what the relationship is.

That is a complex factor. I think the concern has been that if this is something that we should be doing more of, how do we begin to do it, what

are some of the barriers to having increased interaction?

We also recognize that there are different admission requirements for colleges and universities. It is my belief that if we want to have full accessibility, there must continue to be different admission requirements for colleges and universities. I think that is another factor which has to be addressed as we look at transferability.

Mr. Owen: The universities have managed to work out some transferability for their students, recognizing that an English here could be an English there. If they have been able to work it out between the universities, can we ask the minister if there is any provision being made for that approach to be taken with the colleges as well on certain courses?

Hon. Mrs. McLeod: I wonder if I could ask you to clarify that for me a bit. Something beyond the individual negotiations?

Mr. Owen: My understanding is that if there is a transfer of a student from one university to another, say, if somebody wanted to go from Wilfrid Laurier over to Trent, I think they have worked it out themselves that certain courses would be recognized and certain others might not be recognized. That, as I understand from the students, is how it is done. Maybe I am to be corrected there, but I thought the universities were working that out, that the ministry was not doing it but the universities were doing it.

Hon. Mrs. McLeod: Exactly.

Mr. Owen: Yes. Why can you not—

Hon. Mrs. McLeod: The arrangements are between universities, just as they are now between a university and a college.

Mr. Owen: But between the university and the college is, generally speaking, almost non-existent, except for the example you have given. We all know we have some students who are late bloomers. They start off in the college. They spend three or four years getting their diploma and then suddenly, if they want to go to university they start from scratch again.

Hon. Mrs. McLeod: Yes; I think we are encouraging it both through Vision 2000, the fact that is one of the issues that study is to address, and also through our efforts to encourage greater dialogue. There will be follow-up in that area. I do not think it would be appropriate for us to attempt to be directive in giving that as a mandate, because there are some very complex questions which have to be addressed. At the present I think the best route is individual discussions between the institutions.

Mr. R. F. Johnston: Mr. Jackson just filled me in on what took place when I was out of the room, that the minister is going to wipe out another \$5 million of capital initiatives this year.

Mr. Daigeler: That is not what she said.

Mr. R. F. Johnston: I know it is not what she said, but it is the reality of it and she knows it is.

Hon. Mrs. McLeod: No.

Mr. R. F. Johnston: She lost \$6 million in last year's budget. We went through that already. You agreed to that ultimately even though you tried to say it was not being lost, that there is a long-term commitment; but in real dollars it was lost from that year. Now you are saying \$5 million of the amount you are giving this year—which did not even meet inflation anyhow—that increase is going to be lost again even though we have this much time to the end of the year. You should be able, in my view, to find some way to get that money through when we know how bad the deficit in capital is. I just find that outrageous.

It is as bad as your Minister of Housing (Ms. Hošek) and her continual lack of ability to get rid of the money when we have a housing crisis. I implore you not to consider that part of your means of meeting the financial constraints of the Treasurer (Mr. R. F. Nixon), but rather to recognize the constraints the universities have been under for so long and find some way of passing that money through so it relieves your budget this year and does not get lost. Otherwise, it just ends up getting lost.

Hon. Mrs. McLeod: I have been quite direct in responding to the questions of what that money was which was not flowed to capital projects, because we can only pay the money when the costs have been incurred. If those costs are not incurred, that money is not flowed. Was that lost in last year's budget? I said immediately, yes, it was.

What I have also said is that all the commitments made in last year's budget are being met and all the commitments made in this year's budget will be met, so the full amount of the announced projects within the capital budget we have will be carried through.

One of the realities, I think, certainly in the university sector where there has been a very significant increase in the amount of capital building, is that it is very difficult for the institutions which are autonomous in carrying forward these projects to get all of these projects under way as quickly as they might like.

Mr. R. F. Johnston: It may be that you have to find a different way of getting the money out of your budget before all the actual costs are through so that money is not lost. I just tell you that, in my view, you came in as a supposed reform minister who is changing all the things these Tories did—I am sorry Mr. Jackson is missing for that shot—and you are not trying desperately to find some way of doing more than you have done.

You have \$66 million instead of \$60 million, even though you lost \$6 million last year anyway, so in real terms there is no difference in the money you are putting forward. You are now telling me that at this stage of the year you do not even know how to get rid of \$5 million of that and to get it out of your budget in some way, through some accounting mechanism, so that you can make sure that that money is available for other projects to initiate. It is positively Stephenson-esque; it really is.

1650

Hon. Mrs. McLeod: We certainly were able to allocate the money that we have in our capital budget. We did that last year and we did that again this year. We allocated the full amount of that money. I repeat that those commitments will be kept. We will go through another process next year.

Mr. R. F. Johnston: Now you are talking Monopoly money. You are not talking real dollars.

Hon. Mrs. McLeod: We are talking real projects. That is really the issue.

Mr. R. F. Johnston: No.

Hon. Mrs. McLeod: The issue is whether or not there are capital—

Mr. R. F. Johnston: We are talking about your incapacity to shift money to other projects when those that cannot get on stream fast enough for your projections do not take place—

Hon. Mrs. McLeod: You are quite right. We do—

Mr. R. F. Johnston: —and we are talking about your incompetence to do that; and you are reinforcing it again this year by saying that \$5 million is going to be lost again this year in projects that could have been initiated.

Mr. Daigeler: Either we have a budget or we don't.

Hon. Mrs. McLeod: You are quite right in saying that I—

Mr. R. F. Johnston: You have the money and there are projects out there that are crying to be

taken on and the ministry is not—the money is there but the money is lost. You are missing the point. Just because a particular project does not come on stream fast enough this is a means of making your fiscal responsibility quotient for the Treasurer, instead of getting that money out there and starting some other projects. It is just not something I would have expected to hear being argued by the ministry.

There are three reports I want to know about, if I might. One is the whole question of follow-up studies on post-graduation employment results. That was done for years. The last one was done in 1985. I understand you are not doing that follow-up any more. I would like to know why you are not. That is the first one.

While you are getting the information on that, I would like to know what happened to the report from the Ad Hoc—

Mr. Chairman: Shall we take them one at a time?

Mr. R. F. Johnston: I am going to give the three of them and then we can find out, because there are three different angles on this.

The second is that the ad hoc advisory committee on basic research in Ontario universities made a report to the ministry which has never been made public. For those of us who are concerned about the way research money is being allocated these days in the centres of excellence concept, I would really like to know where that report is and when we might be seeing it.

The third is to ask you what you are doing around surveying faculty members' numbers for the institutions these days and whether you are doing some consistent follow-up there when the Council of Ontario Universities no longer seems to be doing the kind of detailed analysis that it used to do. Those are the three important reports that I would like to know about.

Hon. Mrs. McLeod: In regard to the first question, I certainly know that there are some tracking studies done in terms of placement numbers because I was reading some just this afternoon for both colleges and universities. I am aware of those not having been done in a global sense, but having been done on a sector-by-sector basis.

Rodger, do you want to deal with the first one first?

Mr. Cummings: We had for many years conducted a survey every three years of graduates of the universities. We had done that because the federal government, which had initially begun to conduct these studies through Statistics Canada, had been somewhat irregular in its

conduct of such studies on a national basis, and we had wished to have a provincial series.

Statscan is now, on a more regular basis, conducting these studies on a national basis. Therefore it seemed unnecessary and in fact redundant both of the institutions' time and limited resources for the province to repeat what Statscan was doing. Statscan is conducting studies of graduates on a national basis. I understand the data that are available are useful at the provincial level as well as at the national level.

Mr. R. F. Johnston: Are you saying that it is redundant in the sense that the methodology is the same and the comprehensiveness is the same at Statscan as what you used to do?

Mr. Cummins: Yes. I am not the expert on it, but my understanding of it is that the methodologies are very close. My recollection of the surveys which the province had conducted is that the methodologies were developed in close co-operation with Statscan staff. Therefore, we have confidence that the output of that study will be of use to us in the institutions.

Mr. R. F. Johnston: When is it due?

Mr. Cummins: We will have to get back to you on the cycle of the Statscan studies. I am afraid I do not know that.

Mr. R. F. Johnston: I would like to have something on the cycle and I would also like to have something contrasting and comparing the methodologies, just to see that in fact it is an adequate replacement for what was a very useful post-graduation study that used to be done every three years. If that is possible, that would be useful.

Mr. Chairman: The second point, Mr. Johnston?

Mr. R. F. Johnston: The second one was on the basic research.

Hon. Mrs. McLeod: Before we get to the second one, were you asking your question about following graduates specifically for universities, or for colleges as well?

Mr. R. F. Johnston: It was a joint ministry before; graduates from both.

Mr. Cummins: I should not speak for the colleges, but I believe the college one is done by the placement staff of the colleges themselves, and that is continued. The one I think we are discussing now is one the ministry undertook.

Mr. R. F. Johnston: Was the last one in 1985 not a joint ministry effort? It seemed to me there was a joint ministry effort.

Mr. Cummins: I believe it was the university sector only, but it was certainly joint in the sense that it was undertaken with the full co-operation of the universities.

Hon. Mrs. McLeod: In terms of the colleges' placement rates, we do gather those centrally and we do have data on placement rates for graduates.

Mr. R. F. Johnston: Because Statscan does not.

Mr. Cummins: We will certainly bring a report back on the studies and the methodologies.

Mr. R. F. Johnston: I appreciate that.

The other one was the ad hoc committee on basic research in Ontario universities. Whatever happened to that?

Mr. Cummins: I am sorry, we need a little bit of clarification as to who the authors of that were.

Mr. R. F. Johnston: Oh dear, I do not have the information right in front of me. I will get that for you and come back to you in a little while. I do not have it in the letter that I have in front of me.

Mr. Chairman: And the third one was?

Mr. R. F. Johnston: The Council of Ontario Universities used to do the survey of faculty numbers by institution. I presume these days, given what we know in terms of the expansion of the university system and the changing ratios that we have been watching, etc., somebody must be maintaining that kind of survey. I am wondering what you are doing to replace what the COU used to do.

Mr. Cummins: We co-operate with Statscan in a system that Statscan maintains, which is the university and college academic staff system, whereby Statscan gathers from all university-level institutions across Canada information data about full-time faculty. Data are made available to our ministry, as well as to the Council of Ontario Universities and other users across Canada, including the Canadian Association of University Teachers and the Ontario Confederation of University Faculty Associations. All of us have depended upon this source of information over the years.

Hon. Mrs. McLeod: I am not sure if they are the data that you are looking for, but there is page 44 of the estimates book in terms of full-time academic staff.

Mr. R. F. Johnston: That is part of what they used to do.

Mr. Cummins: They are some of the data from that particular source I have mentioned,

Statistics Canada, the university and college-college in this sense—on page 44 of the estimates background.

Mr. R. F. Johnston: But again, I would like to know whether the information you are able to glean now is comparable to what COU used to organize back a few years ago.

Mr. Cummins: I am not exactly sure which particular COU study you are referring to. I would be happy to inquire of COU and find out.

Mr. R. F. Johnston: I will ask before we go then.

Mr. Jackson: Can I have a supplementary on that? I had a similar concern, but I was more concerned, with the advent of the faculty renewal program, about the degree to which you are more specifically monitoring this.

My own experience was in the school boards, as was the minister's, and you are familiar with the concerns raised about teaching equivalencies and certain cost efficiencies that are created.

The point is, are there any rules with respect to how those funds are utilized, or are they transferred totally at the discretion of the board of governors? If so, why; and do you have any concerns about that?

1700

Hon. Mrs. McLeod: All of our operating grants, other than targeted funds, are transferred to be used at the discretion of the individual institution. The faculty renewal program moneys are targeted funds. Those are transferred to the institution, and we do require a monitoring to ensure that the funds are used for the hiring of new faculty.

Mr. Jackson: That is not what I said; full-time equivalents or full-time academic—

Hon. Mrs. McLeod: They are tenure stream faculty.

Mr. Jackson: So then you are monitoring that.

Hon. Mrs. McLeod: Yes.

Mr. Jackson: This is separate and distinct from Statistics Canada.

Hon. Mrs. McLeod: Yes.

Mr. Jackson: When would you be able to table that, which would be a clearer indication than what we have in front of us, which deals only with full-time staff and not with equivalencies in their varied forms; including, I assume, sessional leaders and even further versions of some of the innovative teaching approaches going on at our universities?

Hon. Mrs. McLeod: I am not sure that we can do that for all faculty. We could do it for faculty renewal.

Mr. Cummins: We can provide this committee with data on the appointments by position made to date. We can summarize that. There are some 300-odd appointments that have been made. We can provide information on how many appointments in the various disciplines, how many were women and so forth. We can provide detailed information from that particular program itself.

Mr. Jackson: All right. Let me ask you another way then. I appreciate that explanation, but you are not monitoring then that the advent of the faculty renewal plan has allowed universities to utilize their existing resources to increase the number of equivalencies with the nontargeted funds.

Hon. Mrs. McLeod: We cannot do that unless there is an established classroom size. It is quite different, obviously, in the university sector, where we do transfer our operating grants, apart from the targeted funds, to the institution to be used at the discretion of that institution. We do not have established bases; therefore, all we can monitor is the use of our specifically targeted funds. We could not dictate to the institution that it should have X faculty in place as a base before adding faculty renewal.

Mr. Jackson: I did not ask you that, Minister. You are obviously going to be aware that there is compliance with the terms of the targeted funds—

Hon. Mrs. McLeod: That is right.

Mr. Jackson: —and that you have a guideline for tenure. My question is, what is happening with the rest of the money? You are saying that you do not want to monitor or you do not wish to monitor or you are not monitoring it from the point of view of whether they are increasing the number of equivalent teachers but not full-time teachers. Is there a trend?

All I am seeing on this Statistics Canada report is full-timers and all I am seeing from what you are telling me you have at your fingertips is full-timers from the targeted funds. But those of us who visit them and who talk to the students and the professors are hearing from the universities that there is an increased use of that staffing methodology.

Hon. Mrs. McLeod: Yes, I understand.

Mr. Jackson: Now you understand my question.

Hon. Mrs. McLeod: You were not suggesting that we would be dictating the use of those funds.

Mr. Jackson: No. I was not putting a value on it. I am trying to determine if you are aware of what is going on in the universities in terms of staffing. That is all I was asking.

Hon. Mrs. McLeod: There are no data in terms of part-time sessional staff for the universities.

Mr. R. F. Johnston: That is one of the problems with the way these data are developed. There is no part-time or sessional information in it.

Mr. Jackson: It surely has implications to pay equity, for one example. It surely has implications to benefits, which are being costed out and considered. Surely it has implications to pension plans, to a variety of factors; even accommodation, I might point out. It does not strike me as very good human resource planning for us not even to have a handle on those trends.

Hon. Mrs. McLeod: Before I ask Mr. Cummins to discuss the central monitoring, I have to stress that we are not doing the human resource management planning for the institutions. Universities are doing that within their own institutions. They are autonomous institutions that have that legal mandate. Certainly, each one of those institutions is doing human resource planning and I have confidence that it is carrying it out.

Mr. Jackson: So when part-time positions are not eligible for pay equity, that is not a concern for the government?

Hon. Mrs. McLeod: Pay equity, as you well know, is going to be implemented within each institution and the implications within each institution will have to be looked at.

Mr. R. F. Johnston: What do you see as the limitations on your role as affirmative action minister? You say the institutions are autonomous and they have their own plans. What do you see as your role, given the incredibly bad record we have of their six per cent, no full-time professors being women, etc.? What do you see as your role in affirmative action if you are now just going to say it is up to the autonomous universities to decide?

Hon. Mrs. McLeod: Let me begin by saying that I respect the human resource management of each of the institutions. Let's take that as a given base. There is an implication in the question, I think, that perhaps we should lack confidence in that, and I do not lack confidence in that.

Mr. Jackson: You cannot have confidence in something you are not aware of. That is the point.

Hon. Mrs. McLeod: If we want to talk in terms of affirmative action and the data we collect in relationship to affirmative action, that very much relates to government's role and to my role. Perhaps we can pick up on that and talk about awareness and encouragement, which is what I perceive the roles to be. I want to do that in the context of having confidence in the institutions' response to the kinds of goals we set out, because I think they are goals of equity and I do think the institutions respond in kind to those goals of equity.

We have provided encouragement. As you know, we have provided encouragement through support of employment equity officers in each of our institutions and that program continues on. Is that a three-year program? I am not reading the notes quickly enough, so I am going from memory. It is a three-year program to provide support to the universities and colleges in ensuring greater employment equity within those institutions.

We are also collecting data centrally that tell us facts in terms of increased numbers of women faculty and increased numbers of women in graduate programs. We have to go back, if we talk about affirmative action, to our concern about women in our nontraditional programs, another area in which we have expressed concern. There is very much a role of being aware of the issues, being concerned about the issues, encouraging response within the institutions to those issues, but the accountability ultimately is with the institutions and I respect that.

Mr. Jackson: I will leave it on this point. During the pay equity debate, there were arguments that the net effect would be a reduction in full-time positions and an increase in job splitting, job sharing and part-time. Again, the government says: "No. That's not the intention of the legislation and we won't let that happen."

All we have asked is that you be aware of the practice. What we are hearing is that you are not gathering the statistics. All we were asking is that you develop a model to gather statistics.

We did not do estimates for over two years. We were unable to determine this question. We may not do estimates again for two and a half years. The point is that we are simply asking if you have a model in place where you can assess that, so that when your government decides that inappropriate activity in human resources management is occurring, as the governments have stated about access for women, that government

can say, "We will provide funds on this basis in order to correct that." But you cannot do that on that issue because you have not got a handle on the numbers. That is all I have been asking and suggesting.

I am not imputing motives. Do not be looking for anything other than the fact that if you are going to rely on Statistics Canada and put that page in estimates, that is inadequate in order for the government of the day to warrant that certain things are or are not happening at universities in Ontario. That is all we are saying.

Hon. Mrs. McLeod: And you have raised a very specific concern which, in light of pay equity legislation, could well be a new concern and one which we have to be more fully aware of. I am certain that is something the pay equity commissioner in his meetings with the institutions will be giving attention to. I appreciate your raising that and I will discuss that with the pay equity commissioner.

Mr. Jackson: If you could just get a statistical base so that you can assess it, that would be wonderful.

Mr. Daigeler: I have a couple of questions. Pardon my ignorance, but what precisely is the mandate in the work of the Ontario Council on University Affairs? Related to that, on page 62, why has there been such substantial increase in terms of additional staff?

1710

Hon. Mrs. McLeod: The Ontario Council on University Affairs has a mandate to provide advice to the minister in areas that the minister requests. We have, in fact, used the Ontario Council on University Affairs in an extensive number of areas and an increasing number of areas in the last two years, as we have implemented what we are calling targeted funding, so that we do, in fact, have more of a role in developing specific programs, in implementing them and having to carry out a monitoring role. That has increased the workload of the Ontario Council on University Affairs, which is one of the reasons why, in response to that increased workload, there has been an increase in staff, so that they can carry that out.

If you would like some detail as to the number of issues that the Ontario Council on University Affairs is addressing in terms of providing advice, I can give you a number of those right now, to give you a sense of the range of them. They are currently advising us, as I have indicated in earlier estimates sessions, on the \$4-million accessibility fund for underrepresen-

ted groups; as they have in the past, they are advising us on the funding formula and the way in which the \$88 million in accessibility money can be incorporated into the base funding of the universities; they advise us on new program applications in areas in which there is ministerial approval required, so those would be areas of new graduate programs and undergraduate programs of a very specific professional or technical nature; they provide advice on degree-granting, which is another area that we have touched on in estimates.

Mr. Daigeler: Essentially, then, they respond to questions that you have, rather than being an independent body that would give some general comments on the development of universities.

Hon. Mrs. McLeod: Yes. They also have a mandate to be able to offer advice to the minister without my having solicited advice in a specific area, but they do also respond to particular requests that we make of them. They are an advisory body, but they do operate at arm's length, so they are in a sense providing independent advice to the minister.

Mr. Daigeler: I am still a bit surprised at the increase.

Mr. R. F. Johnston: There is a new report issued.

Mr. Chairman: Before we move on to the next question, I would simply remind the committee that we still have votes 703 and 704. We have but one afternoon left on Tuesday to conclude and we will be stacking votes to the end of that session: college activities and student affairs.

Mr. R. F. Johnston: I will try to get to specific college matters in a minute. How do we determine what the student-teacher ratios are in the institutions now, if we do not gather statistics on part-timers and sessionals?

Hon. Mrs. McLeod: We would know the total number of staff; the total number of full-time staff will do.

Mr. Cummins: We have full-time equivalent students; student enrolment is calculated on a full-time equivalent basis. The question is, how do you calculate how many full-time equivalent faculty you have when you do not have data on faculty and how many courses they are teaching and so forth?

There is a methodology that has been adopted by the Council of Ontario Universities which goes as follows: you take the total salary bill of each institution and divide it by the average salary of full-time faculty, and you come up with

an estimate of the full-time equivalent. That is the basis that the COU uses for the quotes which you see in its reports for the full-time equivalent student and full-time equivalent faculty ratios.

Mr. R. F. Johnston: It seems a rather bizarre way of calculation.

Hon. Mrs. McLeod: A part of your question was on the part-time sessional. Of course, the addition of people would add to the number of instructors in different class situations. You are asking for something that I think is very difficult to determine, even if we were to take one single institution, because there is going to be tremendous variability from program to program and from a particular class or a particular session of a given program to the other.

Again, that is something where we simply transfer those funds to the university and the university determines its scheduling, the number of sessions of a particular program it offers and the number of programs and the number of admissions. The university is totally in control of hiring in relationship to numbers of admission.

Mr. R. F. Johnston: That was not the point. I think the point is, as minister you have a role as well. It is good to have autonomous universities and we are all pleased with academic freedom. Now that we are wrapped in the university autonomy flag, let's move on to what your responsibilities are.

It is alleged often that the student-faculty ratio of universities has grown in the last decade. As the number of students has increased enormously, the number of full-time faculty has not. There can be an argument made that that affects the quality of education. That argument has been made to you and other ministers before you.

It just seems to me that having access to that information, as the minister who is responsible for the overall system, is a really important thing for you to have. I am not suggesting that it is not up to the institution to decide how it is going to use its staff complement—of course it is. I just think it is important for you to know specifically what is going on and have a really clear idea about that for when you get asked questions about your accountability for the quality of education at the post-secondary level because you, as well as the universities, are accountable for it.

Hon. Mrs. McLeod: I am not sensing that I am having difficulty in understanding my responsibility in relationship to the universities, although I recognize that the role of the minister and the ministry in relationship to universities is somewhat different from that role in relationship

to colleges and quite different again from the relationship to boards of education. I did spend some time in the initial months of my ministry in beginning to get a sense of what that responsibility is.

One of the clearest responsibilities that we have as government and that I have as minister is to understand the concerns being expressed to me by the university constituent community and to be appreciative of the implications of those concerns in terms of the kind of funding support which we can provide, because that is clearly one of the key roles for government.

There are two ways in which we have addressed a concern of the university constituent community about being able to address the teaching faculty in relationship to larger numbers of students. Obviously, we have talked about the faculty renewal program. There was a concern about the mobility of staff. Being able to bring on tenured staff through the faculty renewal program has been important, I think.

But the other one which I did touch on earlier in estimates was a concern which the university communities had conveyed to me that because there was not a sense that the money we were providing as support for new growth was other than money to meet a short-term increase in enrolment, they were not confident they could add tenured staff to bring those people on stream with the assurance that funding would carry through and allow them to support those people after, for instance, the flow-through of the students admitted in one year. It is directly in response to that concern that \$88 million is being incorporated into the base funding of the universities, so those dollars can be used at the universities' discretion for hiring faculty.

Mr. R. F. Johnston: There are two angles to this that I have been trying to get at. One is how you can determine whether the student-professor ratio is appropriate or not. There is a certain arbitrariness to it, as you would say, even for the amount that students should be paying out of their tuition, but how are you going to make a decision on that?

The other is that in terms of the role of women faculty, we know the incredible discrepancy that is there now. I am interested to know what your goals are, under what kind of a time frame, for where the university system should be to get some equality into it and what you are doing with the basic information that you have or do not have at the moment to work with those people in whom you have confidence to be sure that those goals are met? I really do not have any clear idea.

If I look at six per cent of full-time professors being women at this point and look at the speed of change that seems to be taking place in the overall complement of faculty, it looks to me like it could take another 75, 85, 100 years before we are going to get anywhere towards equality of full-time professors.

I am trying to figure out how you decide what your role is in that and what your goals are and then how you work with the university system to deal with that.

1720

Hon. Mrs. McLeod: I do not know if it is appropriate for the minister, in turn, to express surprise, as the critics do on a number of occasions, but I truly am surprised at the suggestion that I as minister would be in a position to make judgements about which courses should be continued, given different levels of enrolment in different courses.

If one university course is being offered at a particularly low pupil-teacher ratio—if we want to use that term, although it is not really appropriate at a post-secondary level, perhaps—should that program not be something which is continued because it is a very small class size? I am not sure what you are asking for in terms of an increased degree of intervention on the part of the central ministry.

To be aware of concerns is quite clearly a responsibility, and that is one which I accept and which I believe we have been responsive to over the past year. If you are asking, should I be aware of the achievement of specific goals, such as employment equity and such as the number of women who are being hired as faculty within the university system, yes, I think I should be aware of that, and we are aware. We do monitor that. We do have figures on increasing numbers of women faculty, graduate students and undergraduate students.

Mr. R. F. Johnston: But you have no goals for the system? I am just asking.

Hon. Mrs. McLeod: I am not imposing a specific goal level on the system. A goal, certainly, is to bring about greater employment equity.

Mr. R. F. Johnston: And all you will do is monitor them in terms of how they go about that?

Hon. Mrs. McLeod: And provide encouragement, as we have, through the employment equity officers on each of the campuses.

Mr. R. F. Johnston: That is the extent of your notion to the affirmative action plan?

Hon. Mrs. McLeod: And also to provide assistance in the faculty renewal program, which had as one of its goals the increased number of women faculty and which has achieved that goal.

Mr. Jackson: I have a very simple question.

Mr. Chairman: I am trying to encourage the committee to move on to the next vote.

Mr. Jackson: That would be great. Then my question will be short and simple.

Earlier you referred to this statistic, this very unusual calculation of part-time students or part-time staff. My question is, for what purpose do you keep that statistic? What does it tell you and what are you monitoring with it?

Mr. Cummins: I believe we are talking about the ratios. It is a methodology which has been adopted by the Council of Ontario Universities to calculate ratios of full-time equivalent students to full-time equivalent faculty. We have made estimates ourselves from time to time using the same or similar methodology. It is unusual, but it has some recognition in the university community. It is not something that they themselves generated in that respect.

Mr. Jackson: Conceivably that is showing an increase or a decrease? Are you familiar with the statistics?

Mr. Cummins: One of the difficulties here is that the financial data on which the faculty numbers are calculated lag, because they are derived through the council finance officer's statements which are put together each year, so we are not fully up to date on the salary bill that the universities have paid out. Obviously we do not have anything for this year. I do not believe we even have 1987-88 yet. It has not been reported; it will be reported in a few months. We could obviously do estimates through 1986-87.

Mr. Jackson: So it is almost a two-year time lag before you get the statistics analysed.

Mr. Beer: Briefly; on pages 40 to 41, under special purpose grants, with respect to the Ontario Educational Communications Authority, it notes other special grants: University of Toronto Schools, teacher education, off campus and so on. I take it that the funds for all of those programs are in the figure under "other," which shows some \$20 million.

What is the grant that goes from your ministry to TVOntario? Has there been much of a change in terms of that and in the development of some of the TVOntario programs at the university level? Is that being looked at? Are there changes anticipated? Are there more kinds of programs being planned there? What kind of use are we

looking to make of the TVOntario system for undergraduate and other university and college courses? How much goes to them of that \$20 million, if I have understood the bookkeeping properly?

Hon. Mrs. McLeod: I am going to ask Rodger to give you a specific fund for Ontario Educational Communications Authority, because I am looking at my note and I do not have a specific dollar attached to that fund. Again, I would recognize that the role of OECA in relationship to the post-secondary institutions is somewhat more complex than it is perhaps in relationship to elementary and secondary schools because of that lack of centralized curriculum, so it is very difficult for OECA to identify a particular program area in which they can develop program support.

In an earlier meeting, and there have been a number of meetings between either myself or staff of MCU and OECA, one of the suggestions which has been made is that they do go out and meet with individual institutions to talk about what kind of program support would be most welcomed by the post-secondary community.

Mr. Beer: I was thinking in relation to the off-campus programs—what do they call it?—education at long distance or that kind of thing. Is TVOntario the lead player for us in those kinds of programs?

Hon. Mrs. McLeod: Let me get a couple of things. I was looking at the page 41 note which is a specific grant support for program development through OECA. Maybe I can deal with sort of three segments of it. Did you have that figure?

Mr. Cummins: The amount that will be paid this year to OECA from the universities' vote, and another amount will be paid from the colleges' vote, will be \$960,585.

Mr. Beer: The universities' vote is the \$960,585. That is not the total?

Mr. Cummins: Right. That is not the total. Perhaps my colleague the director of college affairs could give the amount on the colleges. These grants are made to TVOntario. There is a committee called COPSEP, committee on post-secondary education programming, which has ministry representatives on it, but principally representatives of the colleges and the universities, and they give directions to TVOntario about the programming they wish TVOntario to prepare for post-secondary institutions.

Hon. Mrs. McLeod: That is specifically OECA. The off-campus note here is something

different from our Contact North or distance education network.

Mr. Beer: This is separate.

Hon. Mrs. McLeod: This is onsite. This is funding for onsite programs in more isolated areas. In addition to that, we do have our Contact North distance education network which is done through electronic media. TVOntario is not the deliverer of that but they are involved in program development committees.

Mr. R. F. Johnston: Can we just get a breakdown of what the special purpose grants numbers are, because there is no breakout for us of the individual bucks for each of them. That would be very useful. Moving to the colleges, what were the requests for capital projects you received last year and this year from the colleges?

Hon. Mrs. McLeod: The total request for capital funding last year?

Mr. R. F. Johnston: Last year and this year.

Hon. Mrs. McLeod: You mean the entire list of—

Mr. R. F. Johnston: I want your totals.

Mr. Wright: I do not have the total list of requests with me. What I have is a list of what we gave out. I can get that for you.

Mr. R. F. Johnston: I am more interested in what they asked for.

Mr. Wright: I will have to go back and get them out.

Mr. R. F. Johnston: I am not interested in a project-by-project basis. I would like the total amount and maybe numbers of projects. My concern, again, is with your underspending of the amounts you estimated. Can I assume they requested more from you in 1987-1988 than the \$34 million you budgeted?

Hon. Mrs. McLeod: You may safely assume that.

Mr. R. F. Johnston: Can I think it is a factor of three or four times this amount?

1730

Mr. Wright: At this point, I would rather not guess.

Mr. R. F. Johnston: Substantially larger than the \$34 million that you allocated in your estimate.

Hon. Mrs. McLeod: Recognizing, of course, that when you ask us to give you an identified number for the college capital projects that represent what they would like to be able to provide over a period of time, what we often get are longer-term projections of capital needs.

Mr. R. F. Johnston: Give me their first two priorities. Give me their list of first two priorities then and the totals from that.

Hon. Mrs. McLeod: All right.

Mr. R. F. Johnston: Why is it that the budget for this year is five per cent less than the estimate for last year?

Hon. Mrs. McLeod: I am still looking for that particular page.

Mr. R. F. Johnston: Sorry, page 72. The estimate for 1988-89 is \$32 million; the estimate for 1987-88 was \$34 million.

Hon. Mrs. McLeod: The reason that is lower is essentially the \$5 million in student residence fees. If we look at \$100 million in total capital, we have \$5 million for student residence fees. Of the \$100 million, \$95 million remains, and that is prorated two thirds and one third, approximately, for the college. That does result in this change in estimate for the college system.

Mr. R. F. Johnston: So the fact that finally you have acquiesced to their desire to have residences, which was never possible in the past, is now being used against them for their other capital needs. Is that what I am to understand?

Hon. Mrs. McLeod: I am not sure I would phrase it in that way. I am talking about a committed budget of \$100 million in capital funds, excluding the additional \$10 million for universities.

Mr. R. F. Johnston: If you were not doing anything for residences this year, they would have presumably received a higher percentage for their other capital needs.

Hon. Mrs. McLeod: I do not know that I could make a retroactive prediction—it is a dandy concept; it is even possible—as to what the allocation for capital would have been if we had not had the \$5 million. What I know is that we had \$100 million in capital funds, including \$5 million for university residences and \$95 million which we allocate approximately two thirds and one third between university and college systems.

Mr. R. F. Johnston: Thank you. Go ahead, Mr. Jackson.

Mr. Jackson: I want to talk to the minister about the innovation centres that are on 22 campuses, I believe it is. There is an innovation centre on most all the college campuses in Ontario, funded by the Ministry of Industry, Trade and Technology. It has come to my attention that these are being cancelled. Have you been advised of that?

Hon. Mrs. McLeod: I am aware that the innovation centres are under review. I think that was built into the concept of the innovation centres as they were established, and that review is taking place.

Mr. Jackson: The review has taken place?

Hon. Mrs. McLeod: Is taking place.

Mr. Jackson: How recently have you looked into that matter? Does this represent a lot of funds to the university from Industry, Trade and Technology, or do you fund the innovation centres?

Hon. Mrs. McLeod: The funding is through MITT, so I do not have that specific figure.

Interjection.

Hon. Mrs. McLeod: Is it \$100,000 per college?

Mr. Chairman: Would you like to move up to a microphone so we can get it on record.

Dr. Benson: The allocation, as we understand it, and we can get more specific information, was \$100,000 in order to encourage the development of the innovation centres, to which the institutions would add resources as well. It was a three-year program. They have carried out an evaluation. This is the end of the three-year term. As we say, it is under review.

Mr. Jackson: Thank you for the further clarification. The question I asked as well was, what stage is that review in? Have they reported to you, Minister? Have they shared with you any of the information? Is MITT doing it in isolation from your ministry, or are you doing it in partnership? How is that occurring?

Hon. Mrs. McLeod: I am not sure that it would be correct to say there is a shared review process.

Mr. Jackson: No; I am asking if there is, I do not know.

Hon. Mrs. McLeod: Certainly there is consultation, but my awareness of it is that the review is ongoing, that MITT will bring forward recommendations. I would certainly anticipate that the Ministry of Colleges and Universities and I myself would be aware of those recommendations and would have opportunity to discuss them in terms of impact or change on the college or university system.

Mr. Jackson: I received a phone call yesterday from one of the community colleges that indicated that it has been formally advised the centre will not be renewed. Have you been aware of any of that? Can you check into that matter for

us? Do you think that MITT would proceed without advising you first?

Hon. Mrs. McLeod: No, I do not believe so, so that particular statement that you have just made would come as a surprise to me. I would be happy to follow through, if you want to tell me the particular college afterwards.

Mr. Jackson: What advice are you giving the minister with respect to these centres? Are you advocating that they continue or not?

Hon. Mrs. McLeod: I will certainly be awaiting the results of the review of the effectiveness and the role of the innovation centres. You are asking me to give advice prior to seeing a review, and I do not think that would be appropriate.

Mr. Jackson: No, no, no. I wanted to get a sense of your opinion about their relative value. Somebody has to be advocating for these groups. Sufficient funds have gone into the colleges. Programs have been started. It is over.

Hon. Mrs. McLeod: When you have what is to be an objective review carried out, I think it is extremely important for any of the ministers who are going to be involved in advocacy and/or advice about change to be aware of the results of that objective review before making statements. That is very much the position I am in now.

Mr. Jackson: That is why I raised it, given that in the event the decision has been made, I would really hope that someone else in your government would have had the courtesy to advise you. You know this concern was raised by me with respect to the draining of Ontario student assistance program funds by the Minister of Skills of Development (Mr. Curling) without your knowledge, and I was very disturbed when I uncovered that piece of information. I would just like to make sure that when another minister is involved with the campuses to which you are mandated, you will be afforded all of those understandings before any announcements; that if they trickle out of another ministry into one of your community colleges, you certainly will be apprised of that. That is my purpose in raising it.

Hon. Mrs. McLeod: I appreciate your purpose in raising it, but there are two comments I would like to make. The first is to indicate that I believe this is the second time in the estimates process that you have referred to an assumption you have made about an awareness of a particular issue on my part. I recall your having asked me a question in the House on that issue and I recall my having answered it immediately and providing correct information. I am not sure you can

move from my providing a correct answer to your question, an unanticipated question, to an assumption that I was unaware of the issue.

Mr. Jackson: Actually, if we are going to go to the question I have just raised about the funding for older workers, it was confirmed by your office and your ministry that they were unaware that Skills Development was putting through approval. It was communicated to you that I had raised the question with your staff and then you responded in the House, but the response from your ministry was that it was not aware that the Minister of Skills Development was in fact now laying claim to OSAP funds. Whether that is right or wrong is not the issue.

Hon. Mrs. McLeod: I am not going to speak to what may or may not have been said, other than to indicate that I believe I have responded with accurate information to a question Mr. Jackson asked in the House on this issue.

The other statement I would like to make is to provide an assurance that there is a great deal of consultation that goes on between all the ministries. I do not feel at any point unadvised of issues in which other ministries are carrying forward programs that have an impact on the post-secondary system or our specific institutions.

Mr. Owen: With regard to the innovation centres, I know I have looked at and reviewed some of what they are doing with the local businesses and industries in our area. Is that information on what they do fed into the Ministry of Trade, Industry and Technology, is it provided to your ministry as well; or is it to both? How is that information handled, and how and who is making this appraisal as to how well they are functioning and whether the need is continuing?

Hon. Mrs. McLeod: It is a program of the Ministry of Industry, Trade and Technology, independently funded, and it is carrying out the review process, but it will certainly—

Mr. Owen: They do it themselves? There is no one in your ministry who is involved in this review?

Hon. Mrs. McLeod: I am not sure that anybody in our ministry has been directly involved. You have been?

1740

Dr. Benson: Yes. We have been in consultation with the ministry. They have shared the information with us. They carried out a portion of the review with an external consultant. As I say, they have shared that information with us and discussed it at a staff level.

Mr. Owen: That is as far as it has gone to date?

Dr. Benson: To the best of our knowledge.

Mr. Chairman: I do not know whether this piece of information is useful or not, but the clerk has drawn to my attention in the main estimates book the item for 1988-89 under the Ministry of Industry, Trade and Technology. For innovation centres it is \$757,000.

Mr. Jackson: That could be half a year, which means they have precluded that it will be eliminated, or else when we go into estimates we will discover that is one of the savings they are going to have because they are cancelling them and they will pick up exactly half of that.

Mr. Chairman: That ministry is not before us for questioning. I am just relaying the information.

Mr. Jackson: Of course. We are already half a year into the spending of these estimates. Of course it is in everybody's estimates book.

Mr. Chairman: I am just trying to be helpful.

Hon. Mrs. McLeod: I think, as well, a part of Mr. Jackson's question was whether or not we were sensitive to the purpose of the innovation centres and supportive of the goals that they were established to achieve. I think one of their primary goals was to achieve a degree of technology transfer. Certainly that is something which is a very strong commitment that I think we have made.

The whole issue of how technology transfer can be effectively carried through is one that the Premier's Council has been concerned with and has made a number of recommendations about. So I think in terms of the overall goal of the issue of both research development and, ultimately, technology transfer relationships between the institutions and the private sector, all those have a bearing on the original mandate of the innovation centres. I think all those goals are ones which we continue to pursue actively.

Mr. Jackson: Again, my only purpose in raising it was because I was told specifically that it has been communicated to a college that the program will not be renewed and that plans to phase out the office space and the personnel have been communicated. I was just wanting to determine if you were aware of whether that decision had been made by your colleague the Minister of Industry, Trade and Technology (Mr. Kwinter). That was my only purpose in asking.

I trust you will examine it. That minister will be held accountable as to why he feels the innovation centre concept should be terminated,

especially in light of certain other factors with respect to the free trade agreement and funding generally for innovations at our universities.

Mr. Owen: I have quite a number of questions, but I think at the top of my list will be the residences. As you are aware, I have raised the question with you many times since last year.

I commend the ministry for recognizing the changing role of the colleges in southern Ontario and the need for residences. Now that it has been announced, can you give us some assistance as to what is about to take place? How do you determine the greatest need? How do you determine the degree of the need? I am sure this was thought of before the announcement was finally made. I wonder if you could give us some assistance or guidance.

Hon. Mrs. McLeod: That is recognizing, of course, that what we have done is to change the policy and, as you are well aware, made it possible for colleges which have not previously had residences to provide residence space.

We do not have a central budget of financial support for the building of those residences, so it will not be one of our roles to receive proposals and allocate according to the highest need. What we are doing is inviting colleges to make proposals which do need ministerial approval—colleges which would like to go ahead with residences and can look at one of a number of possible options for providing funding.

I understand there are two proposals at this time. Ralph, would you like to speak to that directly? It is very early in the program announcement, as you know.

Dr. Benson: There have been two deputations to the ministry with respect to residences;—one from Humber College of Applied Arts and Technology and one from Loyalist College of Applied Arts and Technology. We anticipate receiving a number in the near future.

Mr. Owen: If no capital funding is available, are you going to be in a position to provide some assistance with regard to borrowing and lower costs of borrowing?

Hon. Mrs. McLeod: Yes. It was indicated in our announcement to the colleges that they will have access to, I believe, \$100 million in Canada pension plan funds for borrowing purposes.

Mr. R. F. Johnston: At what rate?

Hon. Mrs. McLeod: Specifically?

Mr. Owen: Yes.

Hon. Mrs. McLeod: The payable will be equal to the interest rate which CPP funds earn at the time of the loan, plus a nominal administra-

tion fee. This rate for September 1988 is approximately 10.5 per cent.

Mr. Owen: Did you indicate the total sums, again, that would be available?

Hon. Mrs. McLeod: Yes, \$100 million.

Mr. Chairman: Mr. Johnston, did you have another question?

Mr. R. F. Johnston: How much do you anticipate underspending this year?

Hon. Mrs. McLeod: I think perhaps you were out of the room when Mr. Lyon responded to—

Mr. R. F. Johnston: Is that both colleges and universities?

Hon. Mrs. McLeod: Yes.

Mr. R. F. Johnston: Is it \$5 million or is it \$5 million plus?

Dr. Benson: A total of \$5 million.

Hon. Mrs. McLeod: Recognizing that that is an estimate, that in fact we will flow cash as that cash is required and we will meet all the commitments. So we are talking about estimates, not predetermined amounts.

Mr. R. F. Johnston: Right. You are in a capacity to shift and deal money out. It seems we have been through that 350 times today. Can I ask you some questions about what has been happening in apprenticeship at the college level?

Hon. Mrs. McLeod: You possibly could, but since it is not within my ministry I am not terribly comfortable in responding.

Mr. R. F. Johnston: Your colleges are responsible for providing apprenticeship programs.

Hon. Mrs. McLeod: The colleges are working with the Ministry of Skills Development in the provision of apprenticeship programs, yes, but not through the ministry for which I am responsible.

Mr. R. F. Johnston: Right, I agree. But the colleges do provide apprenticeship programs and the colleges are your responsibility.

Hon. Mrs. McLeod: Yes, the provision of post-secondary programs through the colleges are the responsibility of the Ministry of Colleges and Universities.

Mr. R. F. Johnston: There is even a line item that you have here on page 80, which lists the number of people who are enrolled, which is what I wanted to ask you about. I thought, because you put it into your book, maybe you thought it was something that a question might actually be asked about. It is on page 80.

Hon. Mrs. McLeod: We did want to recognize the full range of activity within the college system.

Mr. R. F. Johnston: Even if it was not your own; that is right. What is your role in dealing with the other ministry in terms of the provision of courses? We know the problems with the federal government or the debate that exists between this level of government and the federal government about the pass-through of dollars, etc. When I look at the numbers of people who are actually in apprenticeship programs in the colleges, I continue to be disappointed by the low number of people who are participating.

We do not have longitudinal figures here. All we have is last year versus this year, but it is a negligible increase of 70 people, in entirety, in places in the college. That really concerns me. Do you have figures that can give us an idea of what it was like over the last five or six years in terms of what the enrolment has been at these same colleges over the last five or six years?

Hon. Mrs. McLeod: I am just a little bit concerned about where the questions may be leading, given the fact that I am not responsible for apprenticeship programs.

You said something about my relationship with the other ministry. The colleges do deal directly with the Ministry of Skills Development in terms of that ministry wanting to provide programs in the skills area and working with the colleges as providers of those programs or portions of those programs. My role, then, is obviously to co-ordinate with the Ministry of Skills Development on issues of shared concern and just to ensure that I am aware.

Mr. R. F. Johnston: There are many of us who would like Skills Development, as a ministry, to disappear. It never really existed; it still does not have a bill to allow itself to exist.

Mr. Jackson: It still does not have a mandate.

Mr. R. F. Johnston: In the old days, before that strange anomaly to give somebody else a minister's salary and to destroy literacy programs we have developed, the Ministry of Labour used to provide these programs through your colleges as well. The area of continuity here is your ministry and these colleges. Some way or other I would love to see your ministry actually responsible for these programs.

Can you give us, because you have listed it here, what is being done in the colleges? Could you give me the information over the last five years about the numbers? You have it and you

gave it to us this year. Do you have it for other years?

1750

Hon. Mrs. McLeod: Please, for the record, do not ask me to confirm anything that suggests that the area of continuity for skill training and apprenticeship programs is through the Ministry of Colleges and Universities. I think I heard that suggestion in your comments and that would be truly an unfair thing to let go unnoted.

Mr. R. F. Johnston: The two things are continued. One is the lower number of people participating, especially women. The other is that they take place, a lot of them, in your colleges. Other than that we have had two different delivering ministries.

Hon. Mrs. McLeod: I am not sure we can provide the numbers Mr. Johnston is asking for. I know it is not appropriate for me to attempt to respond to questions that should be addressed to the Minister of Skills Development.

Mr. Chairman: He will be coming before us.

Mr. R. F. Johnston: I know that, but you tend to get at these ministers by getting a little bit from each, then you actually get some idea of what is going on in the shell game that is estimates.

Mr. Jackson: Clearly you have not sent your estimates to the Minister of Skills Development.

Mr. R. F. Johnston: I would like to go on to other things but Mr. Jackson has a supplementary on the nonquestion that I am not allowed to ask.

Mr. Jackson: Mr. Johnston asked about your role and your relationship. Two years ago we discovered that the Minister of Skills Development suggested there would be a comprehensive review of apprenticeship. He was carrying the double portfolio of being the Minister of Colleges and Universities as well at the time he made the statement. We discovered, subsequent to my line of questioning in estimates, that the Ministry of Education was not even invited. It took us a year to get the Ministry of Education to be invited to sit at the table.

What is the extent of the dialogue that you have been having with the ministry through your staff? Obviously you are not sitting down and talking to the Minister of Skills Development about it. To what extent has your staff been attending meetings, if any; how frequently and what progress is being made in terms of Colleges and Universities as a physical delivery vehicle for programs which are funded and moneys delivered through the Ministry of Skills Development?

There are some serious structural flaws in terms of continuity that are also institutionally based. That is why I would like us to take just a few moments and explore the relationship that your staff and your ministry are having with the Ministry of Skills Development in terms of the review.

Hon. Mrs. McLeod: I am not sure whether you want me or staff to respond in terms of one specific review, but let me clarify right off the top that there are a large number of areas in which there are ongoing discussions about very specific programs that the Ministry of Skills Development may be introducing that will have an impact on colleges. Those are always discussed jointly.

There are a number of areas in which there are tripartite discussions going on between the ministries of Education, Skills Development and Colleges and Universities, again on specific topics. So in that context there are a large number of areas we could talk about. You are not wanting a specific review area.

Mr. Jackson: No; specifically, there is a committee that is dealing solely and wholly with apprenticeship. It was two years ago we were told. This is all very difficult given the fact that for two years this government has not conducted serious estimates and a lot of things have happened and gone by.

Two years ago they could demonstrate that they had this committee meeting with two ministries. We now have a third ministry to sit at the table. Are you still meeting? Have you assigned someone from your staff to sit on those committees? Is this committee meeting at all any more or is it not operating?

It is a lead committee of Skills Development with your ministry's participation in it on apprenticeship and apprenticeship review. It has been reported in the House, reported in estimates, that it was started. We have heard nothing in terms of a report back on the reforms.

I am just getting a report card from you, from your perspective as the minister, as to whom you designated on your staff to be your representative and what is the nature of the progress, if any, that is being made with the review of apprenticeship. That would satisfy both Mr. Johnston and me.

Hon. Mrs. McLeod: Specifically on this review. Thank you. That gives me the clarification. I will ask Ralph in terms of our participation on our review of the apprenticeship program.

Dr. Benson: We have established a tripartite committee of assistant deputy ministers with two assistant deputy ministers from the Ministry of Education, two from the Ministry of Skills

Development and two from the Ministry of Colleges and Universities. This committee is looking at a broad range of issues. Inclusive discussions have addressed apprenticeship as well as a number of other issues such as the interaction among the three ministries. We looked at counselling and a number of other issues. So that is the formal committee that has been established within probably the last 15 months and has met on a number of occasions to address a broad range of issues.

In addition to that, there is, of course, ongoing staff interaction at several levels within the ministry. A series of studies has been undertaken between and among the three ministries, namely, a study on literacy, a joint study on hospitality, another study on declining enrolment, technology. These are all being addressed, in some cases with the Ministry of Colleges and Universities and in other cases with the Ministry of Skills Development. It is Education, Colleges and Universities and Skills Development.

Mr. Jackson: To your knowledge, though, there is not a specific committee to which you have been asked to send representation to deal with apprenticeship or a subcommittee of a committee? You have just clarified that for us. That is fine. I am going to go back and get the estimates and find out. I want to know what happened to this committee that just sort of fell by the wayside and something else took its place. I just want to know where within the ministry there is dialogue between the two ministries, because clearly they need to talk.

Dr. Benson: There is extensive dialogue. I might add that there was a technical seminar in April in Germany looking at the specific issue of apprenticeship. Officials of both Skills Development and Colleges and Universities were involved in that seminar, along with community industrial training committee and college people.

Mr. Jackson: Was there a report given?

Dr. Benson: There have been a number of evaluations made of that trip and identification of some of the issues. As a matter of fact, I am scheduled to have a meeting next week with two officials of the Ministry of Skills Development to address the apprenticeship dimensions of that.

Mr. Jackson: Very good. That is exactly what I suggested should be done over two years ago in Skills Development. I am pleased that somebody has at least gone over there, because I know the Ministry of Education was sending all sorts of groups over to Europe to study the apprenticeship program. That is why I was so flabbergasted

when Mr. Sorbara told us that Education was not invited to come. Now at least your ministry and Skills Development have sent some people over to look at their apprenticeship models.

Hon. Mrs. McLeod: I am extremely interested. Again, let me correct the record. I am not only extremely interested but I was absolutely delighted when the Minister of Skills Development, with the full support of the government, including myself, was able to provide the additional moneys to increase the apprenticeship program after the capping of federal funds. I can assure you of my interest and my full support for the development of the apprenticeship program, but I am not feeling comfortable answering questions that should be appropriately directed to the minister.

Mr. R. F. Johnston: The minister should have been involved in the discussions rather than Dr. Benson.

Hon. Mrs. McLeod: I have been involved in many discussions. I simply am not prepared to answer questions of a specific nature in relation to another ministry.

Mr. R. F. Johnston: I wonder if we can go back to a question Mr. Owen asked which was to do with the residences. I am just wondering why you made the decision, thank God, to change and go ahead with residences finally. It was a recognition, I presume, of the change that has taken place in the colleges. Did you gather statistics which tell you what percentage of students come from out of town to the colleges or come from more than 40 miles away or something like that? Did you gather that kind of information and can you share it with us?

Hon. Mrs. McLeod: Yes. I will provide it off the top of my head, and if there is an error in the record, I will correct it. We did do a study of the need for college residences. One of the findings of that study, if my memory is correct, is that approximately one third of the students in the college system come from a distance beyond what was defined as a reasonable commuting distance. We actually have that by college.

Mr. R. F. Johnston: I would like that. If you can provide it on Tuesday or whatever, that would be great.

Mr. Chairman: Mr. Beer was on the list, but I think we are running out of time. There is one procedural matter that I should raise with the committee. I am informed by the clerk that the standing committee on the administration of justice—and I understand this has the support of the House leaders—wishes to use this room on

procedural matter that I should raise with the committee. I am informed by the clerk that the standing committee on the administration of justice—and I understand this has the support of the House leaders—wishes to use this room on Mondays and Tuesdays starting next week until the conclusion of its deliberations on Bill 113 and Bill 114. This means you will ignore the notice you got today for Tuesday's meeting in here. It is in another room. Do you know which room?

Clerk of the Committee: Room 228.

Mr. Chairman: But we will be back in here for Thursday, which will be the kickoff for the next review on senior citizens' affairs.

The committee is adjourned until next Tuesday.

The committee adjourned at 6:01 p.m.

CONTENTS

Thursday, November 10, 1988

Estimates, Ministry of Colleges and Universities

University support program	S-265
Program administration	S-265
Adjournment	S-291

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Clerk: Decker, Todd

Witnesses:

From the Ministry of Colleges and Universities:

McLeod, Hon. Lyn, Minister of Colleges and Universities (Fort William L)

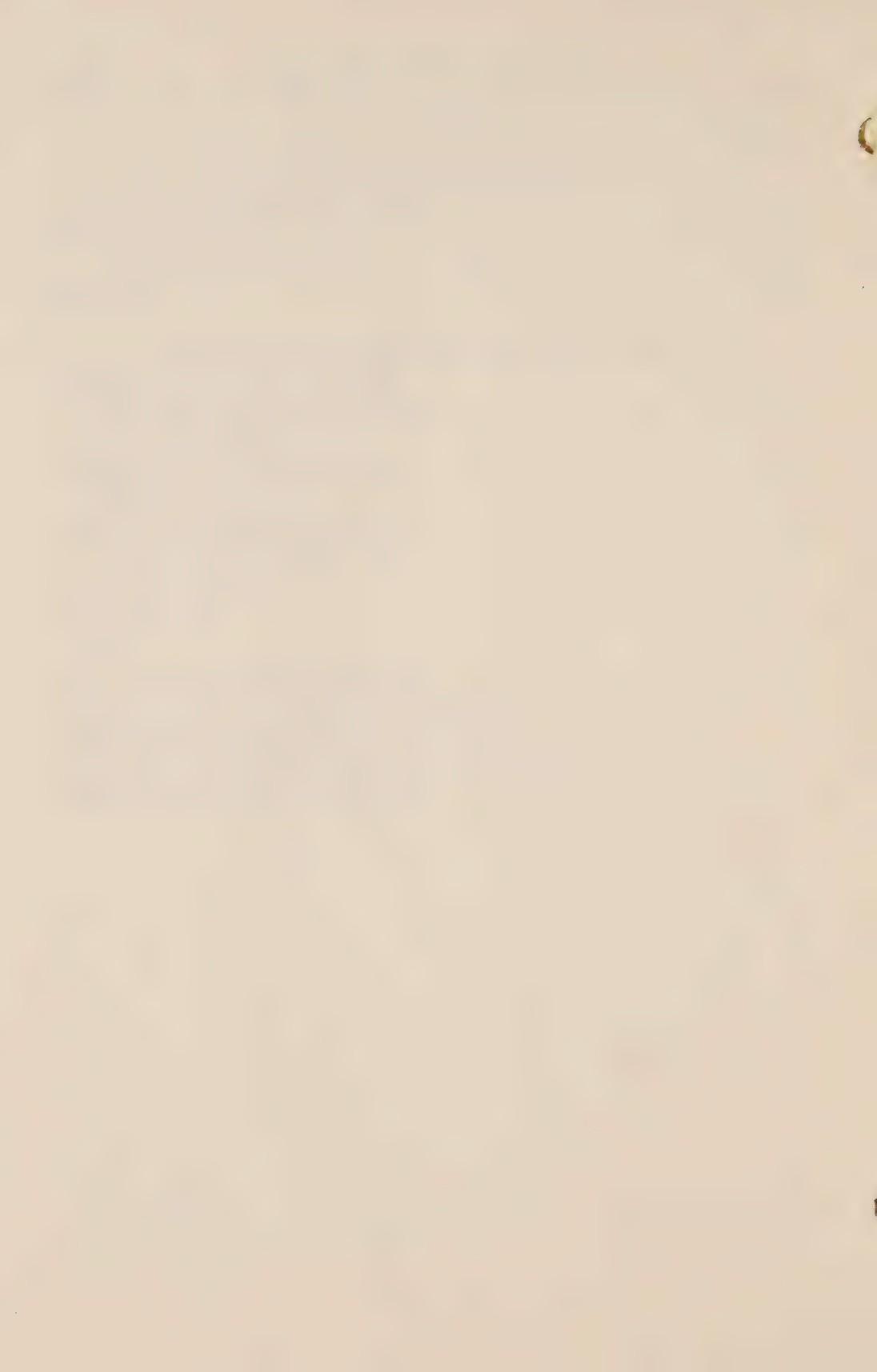
Lyon, David, Executive Co-ordinator, Corporate Planning

Cummins, Rodger L., Director, University Relations Branch

Poirier, Lionel J., Executive Co-ordinator, Francophone Affairs

Benson, Dr. Ralph, Assistant Deputy Minister, Colleges and Student Support

Wright, Peter, Director, College Affairs Branch





CARON
XC12
- 577

No. S-12

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Colleges and Universities

First Session, 34th Parliament
Tuesday, November 15, 1988

Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers



Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, November 15, 1988

The committee met at 3:42 p.m. in room 228.

ESTIMATES, MINISTRY OF COLLEGES AND UNIVERSITIES

(continued)

Mr. Chairman: I call the meeting to order, noting that Mr. Jackson is not here and has notified us he would not be here today. We usually start off asking the minister if she has anything to table. Do you have information to table?

Hon. Mrs. McLeod: I certainly do. I have a number of pieces of information to table in response to questions asked earlier. I would not want anyone to think we lacked information. There is a certain degree of relief on the faces of people who think we have completed this rapid production of paper information, but do let me table this last set of papers for you.

First, we were asked in one of our last sessions for a breakdown of the special purpose grants that were described verbally but not by actual dollar allocation in the estimates book. We table that financial breakdown of special purpose grants.

We were also asked for information about enrolment in the technology studies preservice programs at teacher education institutes. We have that from 1983.

We were also asked for information on Ontario residents enrolled in universities in Quebec by type of institution, whether in English-speaking institutions or in French-speaking institutions. We have that information. It also relates in some respects to a question that was asked earlier by Mr. Owen about professional programs available in the French language, and it led to a reference to the Ontario-Quebec program.

Questions were asked about additional programs. This provides an outline of a number of the programs, including bursary and underserviced area programs. A number of those programs are not administered by the Ministry of Colleges and Universities, but I felt it would be of interest to the committee.

Mr. Chairman: Someone has erased the boundary between Ontario and Quebec on this map.

Hon. Mrs. McLeod: I cannot answer for that.

Mr. Chairman: It is the combined province of Canada.

Hon. Mrs. McLeod: We are reducing the interprovincial barriers.

Mr. R. F. Johnston: Lord Durham would be disappointed. What else did ministry officials do on the weekend? Did they get to go to any movies or anything?

Hon. Mrs. McLeod: We did have two days.

This is the material on French-language services in central and southwestern Ontario, which I believe Mr. Johnston had requested. Am I doing it in the relative order you have in your packages?

Mr. Chairman: We are all fast readers.

Hon. Mrs. McLeod: These are the 1988-89 total college capital funding requests.

In speaking about college residences, we were asked for information by college as to the number of students attending that college from outside a reasonable commuting distance. We have information on students living 25, 35 and 60 miles distant.

Last, I table information in response to a question asked about full-time students in apprenticeship programs over a period of time, because there was one table in which we showed that breakdown and we were asked for it over a longer time frame. We are tabling that, although as I indicated at the last session, I would not feel prepared to answer questions on the skills programs.

With the indulgence of the committee, I have one other further response to a question that was raised which I will not table, for the sake of saving additional reading, but I would like to read it into the record just so there is a fuller explanation of a question that was asked. There were questions asked about the tracking of our graduates and their job placement, and the reason the ministry is no longer doing that tracking and how the Statistics Canada surveys are used. Perhaps I may read this into the record for the information of the committee.

The Statistics Canada survey covers all levels of post-secondary education including universities, colleges and public sector trade and vocational programs. It produces nationally comparable statistics on the post-secondary

education-labour market interface, allows the study of the interprovincial mobility of graduates, and provides information on francophone, disabled and native graduates and on the level of indebtedness of graduates. The Statistics Canada survey uses a statistically sound methodology that will provide reliable detail at the provincial level and it will be made available at no cost to the ministry.

The Statistics Canada graduate survey has been conducted three times, in 1978, 1984 and June 1988. Preliminary results of the 1988 survey will be released within a few weeks. A follow-up of the 1984 survey was done in 1987 and a follow-up of the 1988 survey is scheduled for 1991. Data from the surveys are shared with the provinces under formal bilateral agreements at no cost to the provinces.

While the Ontario and Statistics Canada surveys have similar methodologies, there are some significant differences in the two surveys. Ontario's survey covered spring university graduates. The Statistics Canada survey covered all graduates from universities, colleges and publicly supported trade and vocational programs who received a degree, diploma or certificate in a given calendar year.

The Ontario survey used a mailed questionnaire. Statistics Canada used telephone interviews. The Ontario survey contacted graduates one year after graduation. The Statistics Canada survey contacted graduates two years after graduation and asked about their labour market experiences at three points in time.

The Ontario survey was a complete census of all university graduates. A response rate of 53 per cent in the 1986 survey produced 17,875 usable responses. The Statistics Canada survey is not a complete census but a sample of graduates. The sample size for Ontario in the 1984 survey was 15,340 or 7,743 for the university sector alone. This means that about 17 per cent of all graduates were included in the survey. The response rate was 73 per cent and this produced about 10,000 usable responses for Ontario. The number of responses in the Ontario survey allowed for detailed institutional level analysis.

1550

The Statistics Canada survey will only allow for general analysis at the institutional level. However, if an institution needs information on a larger sample of its graduates in the future, we understand Statistics Canada would be willing to increase the sampling ratio for that institution on a cost-recovery basis.

I hope that provides some further information on that specific question. With that, I would be happy to continue to respond to questions in the estimates process.

Mr. Chairman: I had Mr. Beer down to ask a question. Before we go to that, there might be some questions of clarification relating to the minister's comments and the information handed out. Are there such questions of clarification?

Mr. R. F. Johnston: I think there may be one or two. I do not know in which order to start them off. I thank the ministry officials for pulling this information together so quickly. It is very helpful.

Perhaps we could deal with the technical studies enrolments. On the face of it, the figures look a little—alarming is too strong—concerning, given what we know about the average age of technical teachers in the public system, and the likelihood that a fair number are going to take the opportunity of the retirement window that we provided under Bill 30. We will be reviewing it this fall and we should know within a couple of weeks. To see that compared with 1983-84, we are down to 120 enrolled as of this year is perhaps problematic.

We heard at the select committee on education from a number of boards that were going back to the old 1950s and 1960s position of hiring people from industry without teaching capacity at this point, and giving them letters of understanding so that they could teach. I am wondering what is going to happen with this enrolment picture we have here since 1985, of a much lower number of people going through the courses, and what the ministry knows about the potential deficit that is going to be out there.

I say this in the context of the reduction of technical courses, but with the hope, from everybody who is involved in OSIS—Ontario Schools, Intermediate and Senior Divisions—that this will be a temporary aberration and that in fact you will get more and more students involved in a variety of technical studies. On the face of it, that looks like a figure to be concerned about. I am just wondering if you could flesh it out a bit for us in terms of what that statistic really means.

Hon. Mrs. McLeod: I will take an initial run at responding to your question, because I have a sense that the enrolment in this particular aspect of teacher education is, yes, a concern, but reflects the end process of a number of concerns that are building in terms of technical programs—the decrease in technical programs and the decrease in the number of students going into technology-based programs quite generally. We

have certainly had this concern in our college programs, that there are decreasing numbers of people applying for the technology programs, even with the very good job market in the immediate technology field.

There are a couple of initiatives we have taken to begin to deal with the problem at that level. One is to initiate a joint study with the Ministry of Education on enrolment trends in technology education. There are certainly a number of individual projects that colleges are carrying out to encourage women to go into nontraditional areas. That would quite clearly include the technology programs.

The question, then, about the future demand for teachers who can teach in the technical programs ties in very much with that overall concern about where the technology programs are and the number of people involved in technology programs, where that issue is going.

Mr. R. F. Johnston: When we were on the select committee—somebody else who was on it may remember the actual figure; it escapes me right at the moment—there was an identified shortfall already this year. I think it was 75 teachers or something like that, which one study had shown for part of the province. I cannot even remember the parameters of the question but we already had that information known, and the number of graduates expected this year was about that number, as I recall.

What are we doing besides identifying more precisely, and we should have a much clearer idea about that by some time in December, what the gap is going to be for next year, given the retirement window? What are we doing to induce people from industry to go and get this training at the colleges and encourage them to do that?

That seems to me to be a major step we have to take. Everybody we have dealt with on the other committee has basically said that even if there is a 26 per cent drop in the number of tech courses offered in the province at the high school level, they want that to be a temporary phenomenon and they want to rebuild the tech side of things.

Therefore, it seems to me that we need to do something to encourage people to actually go and get the teacher credits that one would want and not end up with what we had in the 1950s, which was people coming with a great deal of practical experience but with little pedagogical knowledge and not maybe having a chance to improve that situation. Are there any special plans being made to try to induce people to leave industry to go to teacher training for a year, so that they can then enter the teaching corps?

Hon. Mrs. McLeod: I am feeling a little bit hesitant in responding, because I find myself thinking back to my school board days when I was more acutely aware of the areas of teacher redundancy in the tech fields, which was a time when there would probably have been very little incentive for people to go on to consider a teaching career in the technology field. There was a period of time when those courses were decreasing, where the technical teachers were having trouble finding positions within school systems.

It may be necessary for us to actually move towards increasing the courses and affirming that direction before we can really be providing encouragement to people to train in the teaching field. As I say, I am a little hesitant to get into it.

Mr. R. F. Johnston: Except that we have an identified deficit already this year. Even with the diminished courses, we have a deficit in teachers. It was identified for our select committee.

Hon. Mrs. McLeod: I can speak in terms of the overall teacher demand study, which is ongoing, and I would assume that the focus on tech education shortages would be part of that study. That is an ongoing study. I think that may have been what you were alluding to in saying that there would be a demand identified; but the teacher demand study is going on as a part of the teacher education review, and obviously, we would want to address shortages that are identified when that study is released.

In the meantime, we have certainly taken steps, with the accessibility fund and the program adjustment fund, identifying potential shortages in the field of teaching as a priority need to be identified, to make possible an increase in the number of students in the teacher education institutions.

Specifically, have we provided an incentive for people from industry to come into those training institutions? I am not aware of that. I guess my hesitancy is in wondering whether or not we have that clear sense that the jobs are there, that the need is there. I hear you saying that has already been identified or is about to be. Certainly then, that is something we would want to respond to.

Mr. R. F. Johnston: I think what we already know from evidence we have received at the other committee is that there is a need identified and that there is a real concern that by December of this year a huge need may be identified, because the average age of those tech teachers is within the group that could benefit by the early retirement package.

At any rate, I do not want to belabour the point. It is just that one of the points made to us at that time was that it is pretty hard to get somebody from industry now to move to teaching, to induce that change, let alone get him to go to school to learn some teaching techniques to make that transition. We want really well qualified people.

Other members of that committee could tell you we had representations from two tech teachers that if they had been around however many years ago when I was in high school, with the progressive pedagogy these guys were talking about and the holistic view of technology they had in terms of incorporating it into other parts of the curriculum, the numbers of kids entering tech courses would be enormously higher.

I think that as a government we may have to think out special ways of encouraging those people to come and enter those courses without too much financial damage to them while they make that adjustment.

I have other questions on other matters, but if other members have questions on any of these things you have brought forward, perhaps we can do a rotation on it.

Mr. Chairman: Are there any other questions or clarification on the material presented by the minister?

Mr. Beer: No, my questions are not on this, Mr. Johnston, so go ahead.

Mr. R. F. Johnston: I do not want to spend all the time analysing these things, but can we look at the Ontario residents enrolled at universities in Quebec statistics? What jumped out at me about that is that Mr. Owen was asking the questions on that based on our sort of assumption that a lot of francophone students might have to go to schools of dentistry and things like that in Quebec, but if you look at the numbers here, unless I am totally wrong, a much larger number of Anglo-Ontarians are going off to Quebec to study than francophones. Am I reading that incorrectly?

1600

Hon. Mrs. McLeod: No.

Mr. R. F. Johnston: The people who are actually participating are probably going to McGill and Concordia University to take courses that are also available in Ontario, and they are all English—not all English, but there were only 463 full-time francophones in all at the undergraduate level in Quebec last year. I was just surprised by the percentage there. Can you comment on it?

Hon. Mrs. McLeod: This is quite different from the Ontario-Quebec agreement, which does ensure those places in those professional programs for Ontario students. This is obviously a result of students on their own applying for university entrance in Quebec.

Mr. R. F. Johnston: This is the larger figure that the member for Simcoe Centre was really interested in at that time, in terms of who is going—clearly francophones are not going in large numbers.

Mr. Beer: Well, this was the first year of the program, was it not; 1988-89?

Mr. R. F. Johnston: This is not to do with the program, this is—

Mr. Beer: No, I know this is not, but even if we are trying to just read the numbers—

Mr. R. F. Johnston: Yes, but if we deal with that, the trouble is from the minister's answer before we see very few people have taken the advantage of that program; well under the number the program can handle. In terms of the use by francophones of unilingual French institutions, as an example, in Quebec the number does not seem to be that high. What is the number of francophone students in Ontario who would have graduated from grade 12 or 13 last year.? Any idea what the number would be? Your expert is shaking his head, "No."

Hon. Mrs. McLeod: I think Mr. Poirier would be most likely to have that figure at his fingertips if he had—

Mr. R. F. Johnston: I bet he did not have a weekend to get it together, either.

Hon. Mrs. McLeod: The question is obviously a puzzling one and we have been able to produce the statistics with a breakdown between types of institutions that you asked for. What we do not have are factors that explain the differential in the number of people in English-speaking institutions as opposed to French-language institutions, and whether that reflects different levels of application. I think that is the nature of the concern that you are expressing: Given the fact that that would seem to offer access to French-language programs to more French-speaking Ontarians, why are there not more people potentially applying? I am not sure we know whether that difference is all in the application or whether some of it is in the admission, whether it reflects capacity of the different institutions in Quebec.

Mr. R. F. Johnston: What they also do not know, of course, is which of these out of the total of 619 going to French universities are French.

Hon. Mrs. McLeod: That is right.

Mr. R. F. Johnston: How many of those coming were anglophones wanting to increase their French knowledge?

Mr. Beer: If you look at the areas in which that special program was operating—dentistry, audiology and so on—the total numbers just for that are bound to be somewhat limited. I doubt that you are going to get 200 people going into dentistry at the Université de Montréal from Ontario.

Hon. Mrs. McLeod: Exactly, because there would be a limited number of admissions and that is why it was necessary to guarantee certain spots.

Mr. Beer: But it would be interesting to know how many of those are anglophones.

Mr. R. F. Johnston: But even without the guarantees, the normal process of students going to other provinces to study has to be taken into account here; the fact that universities like the Université de Montréal have a huge range of programs that would be available, which you could not get access to in Ontario if you were a francophone and you wanted the same kind of education, either at the undergraduate level or the graduate level. It would have made me think that the numbers would have been higher going to Quebec who are francophone.

Hon. Mrs. McLeod: It may reflect an underlying concern, which is one we are trying to address with the Educ-Action program, which is the fact that we know French-speaking students are participating at a much lower rate than English-speaking students in Ontario. Part of our concern is that there perhaps is not the same motivation for students. As well, there is the question of access to programs. The Educ-Action program is designed to go out into the communities and provide encouragement for francophone students to make the applications and to think in terms of post-secondary education opportunities. I think that is a general underlying concern that may reflect both applications in Ontario and applications in Quebec, and is one that we want to deal with.

Mr. R. F. Johnston: It certainly does indicate to me that there needs to be a lot more study on just who has gone where in terms of our francophone institutions.

Mr. Owen: I might offer some clarification for the member for Scarborough West (Mr. R. F. Johnston), because I have noted through the years there have always been a number of high school graduates in Ontario who completed

grade 12, before we got into our combined grade 12-13, and went to the universities in Quebec at a stage before they would have been acceptable to the Ontario universities. The other thing is that I have known a large number of families in the eastern part of the province whose children have traditionally gone to Quebec universities, Concordia, McGill and Montreal in particular, because it was sometimes closer to get home for Christmas than it was from Toronto or the University of Western Ontario. There was nothing to prevent that and it was a tradition there and I think it might explain some of these figures.

Mr. R. F. Johnston: I can understand why an anglophone would want to go to Montreal to study. I mean, I flirted with that idea back when I was an undergraduate myself.

Mr. Owen: There we are.

Mr. Beer: The joys of Peterborough.

In terms of the role of the Conseil de l'éducation franco-ontarienne: is that one of the things that it might want to take a look at, or might have some information on in terms of where Franco-Ontarian graduates of secondary schools are going or what their career desires are?

Hon. Mrs. McLeod: That might be quite possible. If this is a subject of interest to the committee I might ask Lionel Poirier, executive co-ordinator, francophone services, to join in. Lionel is one of the key movers behind our Educ-Action program. Obviously, Lionel shares these kinds of concerns and quite possibly along with CEFO would be interested in pursuing this.

Mr. Poirier: The Conseil de l'éducation franco-ontarienne, as we know, advises the ministers of Education and Colleges and Universities. As far as I know they have not commissioned or entertained the notion of commissioning a study to help us with the information you are referring to, Mr. Beer. On where francophone graduates go, I do not think that there is any such study with some degree of specificity on Franco-Ontarians. Whether it is a study that the ministry might want to have done is, of course, another story.

There are a lot of questions that I feel have higher priority. What programs do we need to offer first to broaden the scope of post-secondary offerings? The Educ-Action program, which our minister has referred to, is indeed an effort to go out into the community in various parts of this province, because they do not all wish to be informed the same way, and to have the advice emanate from the community—for example, how is this community in northeastern Ontario best

informed about the post-secondary offerings, "and while we have you here, folks, what else should we be offering?"

So with the information coming from the community I think that we would be in a better position to broaden the scope and then perhaps later seek information about where the graduates go.

Mr. Beer: Does the agreement with Quebec that relates to the universities also apply to the collège d'enseignement général et professionnel? Is there any placement of any community college students?

Mr. Poirier: The protocol is for universities only at the moment.

Hon. Mrs. McLeod: It is in very specific health-related fields.

Mr. Beer: Right—the ones you set out the other day.

Hon. Mrs. McLeod: Yes.

Mr. R. F. Johnston: It does seem to me that if you have 1,000 students going to French institutions as full-time and part-time undergraduates this year in Quebec, one of the things that would be very useful to know is why they have made the choice, not only in terms of looking at deficiencies in the present range of program offerings, but also before we move to, as I hope we will, the notion of a unilingual university. It will be very interesting to know whether those people would have changed their mind and direction as to where they would want to go if they had a choice of a unilingual university to go to in this province rather than a bilingual university. I just encourage the ministry perhaps to pursue this notion of trying to garner that kind of information.

1610

It would be fascinating to know, because that is not an insubstantial body of people who are making that option, let alone those who have stayed and gone to bilingual institutions here who might prefer the option of a unilingual university; you know, talking universities the size of Trent University or whatever that can operate. That might well be feasible economically. I really encourage some further study of this.

Mr. Beer: I think this does tie in, because I want to ask a question about the proposed francophone college that we have heard discussed and the possible role of the federal government, and I think some of these questions have led into it. I wonder, minister, if you can tell us a bit about what we have read in the newspaper, the possibility that the federal

government might be interested in participating with the province in setting up, creating, overhauling, whatever it would be, I guess Algonquin College or at least in part Algonquin, to create a French-language community college. Then I just have a few questions that would flow from that.

Hon. Mrs. McLeod: I think what you have been reading is essentially an accurate account in the sense that we have indicated to the Secretary of State of Canada that we would like to discuss funding for new initiatives in Ontario in French-language services through the colleges, one possibility being the establishment of a French-language college in the Ottawa area. That does represent a change in policy, because our policy, as you know, was to pursue the designation of bilingual colleges, six bilingual colleges.

We are very much dependent upon negotiating successfully the funding support that would be required to establish a unilingual French college in the Ottawa area. That involves startup costs as well as capital costs that would be incurred in the establishment of the college. Since the original letter to Mr. Bouchard, which would have been the end of September, we began negotiations immediately at a staff-to-staff level and have been attempting to secure a meeting between Mr. Bouchard and myself. As you know, the call of the election has made it difficult to establish scheduled meeting times. As recently as late last week I wrote again saying that a meeting between the two of us would be extremely important in facilitating the negotiations. I do not have anything more specific to report on that at this point.

Our stated intention, if we are successful in securing the funding that is needed, would be to establish an implementation committee immediately to proceed to deal with the details of implementation of a French-language college in the Ottawa area and, at the same time, to look at the impact for other bilingual colleges of the establishment of a unilingual college in Ottawa, and also in other regions of the province to look at the best ways of supporting continued expansion of French-language services in those areas.

Mr. Beer: Clearly with the establishment of such a college in Ottawa, one can see there could well be a desire on the part of those in the north that one of the colleges, in some form or other, be set up in the same manner. Do I understand, at least in the discussions to this point, that it is possible this might be done making use of existing facilities? Are we talking about sort of a

brand-new college, or is it really premature to even get into that?

Hon. Mrs. McLeod: The whole discussion of the capital facility that would be needed is part of our discussions with the federal government. The largest proportion of French-language students at Algonquin is presently that on the Colonel By campus. I am not sure that the Colonel By campus would be considered surplus to Algonquin's needs even in the event of the establishment of a unilingual French college, which would clearly draw students from the Algonquin student body. The whole question of different scenarios that might be possible to meet the capital needs for such a college is part of our current negotiations.

Mr. Beer: Thank you.

Mr. Chairman: Thank you. Mrs. Cunningham, was your question supplementary on this?

Mrs. Cunningham: Yes, it is related to the French-language services. Is that the issue we are on?

Mr. Chairman: Mr. Beer was getting into another area, but it is related so carry on.

Mrs. Cunningham: I was just wondering, in answer to the member for Scarborough West's question we talk about central and southwestern Ontario having one bilingual college in Niagara and five immersion colleges. What do you mean by immersion colleges?

Hon. Mrs. McLeod: I will ask Lionel to speak in more detail. Essentially, we have the six bilingual colleges designated in the province which receive by far the greatest proportion of the funding for the development of French-language programs, but there are as well these immersion colleges which offer some level of programming. Lionel could speak with more detail on that.

Mr. Poirier: The immersion colleges receive extra financial assistance to offer, mainly, continuing education, part-time education, in French. Usually they use the money to hire a French-language co-ordinator who co-ordinates the activities, and these include second-language French courses as well as professional courses taught in the French language for adults who want to come back in the evening or weekends.

Mrs. Cunningham: I understand that. What would be the status then of St. Lawrence College?

Mr. Poirier: The Cornwall campus of St. Lawrence College is considered a bilingual

college, one of the six bilingual colleges. It is not considered an immersion college.

Mrs. Cunningham: What would the status of the other two campuses in Kingston and Brockville be?

Mr. Poirier: Neither bilingual nor immersion.

Mrs. Cunningham: The reason I asked the question is, oddly enough, we did have a call where someone was concerned that all three campuses were bilingual, and in the context of this discussion that probably seems out of order, but when one considers moving towards bilingualism, I guess there are two things you want to look at: first of all, the quality of instruction, and therefore the people who are doing the teaching, I would think, and their ability to use the French language; and second, how do we move, therefore, in a bilingual college to acquiring the appropriate levels of bilingualism?

Mr. Poirier: It depends whether we are referring to bilingualism for the students or bilingualism for the institution itself; institutional bilingualism.

Mrs. Cunningham: The institution would be my question.

Mr. Poirier: One acquires the ability to serve the public in both official languages by: one, facilitating French-language skills among existing staff; and two, through recruitment of additional resources. That is how a college is then able to deliver the services in either French or English.

Mr. Chairman: Mr. Johnston had a supplementary on this.

Mrs. Cunningham: Just to comment, I know how difficult that is at the secondary school level in the province and I am wondering whether we are not fooling ourselves here. It must be a tremendous task at the college level as well.

Mr. Poirier: It is indeed. The colleges have 22 years of experience, some of them more successful experience than others; hence the high concentration of French-language students in some of the eastern colleges; but it is indeed a project which requires determination and the ability to be creative and be willing to recruit across Canada.

Mrs. Cunningham: In answer to the question that I got today, then, I can assure the caller that it is the Cornwall campus that is considered to be bilingual, or will be—

Mr. Poirier: It is and has been.

Mrs. Cunningham: –and that there is not a plan for Kingston or Brockville.

Mr. Poirier: The director of the college affairs branch is here. Perhaps that question had better be answered by him.

Hon. Mrs. McLeod: Perhaps, before calling on Peter, we could just make reference as well to the fact that, quite clearly we have concerns about the provision of French-language programs throughout the central and southwestern areas and that is why, even prior to our decision to consider establishment of a French-language college in the Ottawa area, we had undertaken a study to look at the problems of providing a French-language program and how we could best resolve some of those difficulties. It is evident from the material we have tabled that it has been a somewhat troubled growth in the area of southwestern Ontario, so I think we would need to deal with that problem and the development of the programs we are currently focusing on before we—

1620

Mrs. Cunningham: –deal with the others.

Hon. Mrs. McLeod: Exactly, but having said that; Mr. Wright, would you like to respond?

Mr. Beer: I have a comment on that.

Mr. Chairman: I think Mr. Johnston had a question.

Mr. R. F. Johnston: Go ahead.

Mr. Beer: It seems to me in this discussion we always need to also have a sense of realism. Clearly, Cornwall lends itself to the bilingual institution because you have a population there which is bilingual. One of the tough questions that we probably have to ask ourselves in dealing both at the university and college levels is whether it makes more sense to try to focus our limited resources on a more limited number of institutions, as opposed to trying to have a number of programs at more institutions.

I think it is a difficult issue, especially at the community college level where part of the raison d'être of those colleges is to serve local needs. Yet, by the same token, if we want to establish a first-class French-language college in Ottawa or if we want to consider later perhaps one in the north, you then have to look at what else we can do. I do not think there is an easy answer to that one, but it does tie in with Mrs. Cunningham's question in terms of just where we put our eggs in the basket.

Mrs. Cunningham: Interestingly enough, the concern was that it would be wasteful, that they

really wanted to work on what they had going well and support it. They did not want to expand to the other two campuses. I thought that was interesting in that context. It is obviously in support of what you just stated.

Mr. Chairman: Any comment on that, Minister?

Hon. Mrs. McLeod: The deputy wanted to add something.

Dr. Brzustowski: Mr. Beer raises a question which will have a very important long-term impact for us. In Ontario, I think we have to develop the ability to deal with dispersed populations. In the French-language area, the program Education à distance is aimed at particularly developing that capability, but it will have to go far beyond French.

Even in a densely populated area of the province, if you are talking about the continuing education of a handful of people who specialize in a particular field, some trade or some specialty, you may be dealing with a dispersed population. So we have to develop techniques to provide post-secondary education to these people. I think that question addresses our ability to do this.

It may not be necessary to have institutions spread around the province to deal with pockets of population. It may be that we will have the means upon the completion of significant portions of Education à distance, for example, to deal from a central location with pockets of dispersed population. That is a very important question for our future.

Mrs. Cunningham: In the good old days, some of us as teachers had to go to the subjects, so you do not have to rule that out either. But I appreciate that comment.

Hon. Mrs. McLeod: As the deputy indicates, the Education à distance is of particular importance in the continuing education area. It may not be possible to provide full ranges of programs in the dispersed communities, but providing some continuing education opportunities for people who are in smaller and more distant communities is important.

Mr. R. F. Johnston: I would like to come back to this. I thank you for the information, which no doubt your staff was working hard on to get for me as a result of my questions. I am a little unclear at the moment. Perhaps you can give me some more information about the number of students who are participating in these programs and where. I was aware of what had happened at Niagara College of Applied Arts and Technolo-

gy, the bilingual college in southwestern Ontario. I am interested in knowing just how many students, how many programs of the varieties you have talked about are being offered—by college would be very useful.

It strikes me that underneath the memo that you have given us is a statement of real fragility of the programs in these colleges. I do not want to put words in your mouth. You can say that that is not so if you want, but I just have a sense that their viability does not jump out at me as being secure. Let me put it that way.

I am wondering if we have done a tracking in this case of who uses these courses. Is it the same percentage of the French-speaking population, which you estimate as 120,000 or whatever, which goes to these community college courses as would go from the general population to community college courses? Or do a large number of our francophones opt for English-speaking courses in southwestern Ontario because of the range of courses that are available, etc.? Have we done any tracking of that nature? I would be very interested in more specific information on those colleges.

Mr. Poirier: I referred earlier to the study made by Dr. Stacy Churchill of the Ontario Institute for Studies in Education with Dr. Frenette. It determined that Franco-Ontarians participate at the rate of almost 50 per cent of the amount that other Ontarians participate in post-secondary education. His recommended solution was to have more programs offered in the French language and on more geographical sites. That is easy to say, but we are indeed working on implementing that.

Mr. R. F. Johnston: The 40 per cent differential has been there for a long time. It has been very static, actually, over the last few decades. In a place like southwestern Ontario with a dispersed French population, do we know if the beginning of the community college program has worked to change the percentage or rate of participation?

Mr. Poirier: I am not sure we have those data, but the director of the college affairs branch may have updated information.

Mr. Wright: I would concur with Mr. Poirier's comment. We do not have data; at least I have not seen data on that. Certainly my sense of it is that, no, we have not succeeded; hence, a new strategy is being adopted.

Mr. R. F. Johnston: I would be very interested in getting some more of this information at some point in the next little while. Perhaps

it could be shared with committee members, as is the normal process.

The only other matter I had coming out of these briefs you have given us—although there are a number of them, but I would like us to get on to some of the other things—is one that you did not give us.

Hon. Mrs. McLeod: Est-ce possible?

Mr. R. F. Johnston: C'est bien possible. I love all this information. It is good to know the ministry is so active these days.

Hon. Mrs. McLeod: And responsive.

Mr. R. F. Johnston: And responsive. Exactly.

Hon. Mrs. McLeod: And with less than one per cent of the total budget devoted to administration.

Mr. R. F. Johnston: Which is about the same as when Bette Stephenson was in charge, but we will not go into that.

I asked about a report the other day, but I did not have the title of it at that stage and people were wondering where this report on basic research might be and what it might have been; I think I now have more particular information for you on this submerged document. It was the Ad Hoc Advisory Committee on Basic Research in Ontario Universities, sometimes known, I gather, as the Adlington committee.

A letter of November 21, 1985, announced that it was being established by MCU. Submissions were requested. Groups made their depositions. The understanding of some of these groups is that the report was delivered on February 2, 1986. There are those out there, including myself, who would be very interested in seeing this document.

Hon. Mrs. McLeod: We did not neglect to note the question you raised about it and have been pursuing it since you asked the question. I do understand there was a report which had been called the Adlington report which, as you indicate, addressed the concerns for basic research in the province. I do not have a copy of that report, nor have I been able to obtain one since you asked the question. I understand there are a number of copies of that report available—

Mr. R. F. Johnston: It must have been a good one is all I can think, the more I hear about this.

Hon. Mrs. McLeod: From what I know of it, and I obviously cannot speak to the exact contents not having a copy of the report, the concern was funding for basic research. I do not know whether the subsequent steps which were taken by our government at that time were in

relationship to that report or took different directions—

Mr. R. F. Johnston: Neither do any of the rest of us, which is the real problem.

Hon. Mrs. McLeod: —but I cannot resist the opportunity to mention again the kinds of initiatives we are taking in funding basic research. Whether they were specifically in response to that report or to a general concern that was raised or whether they were brand-new initiatives—

1630

Mr. R. F. Johnston: Or if they went even any measure to meet what that report recommended. All I want to say is that I would love to see that report at the earliest opportunity. I am sure all members would.

Mrs. Cunningham: I am sure we can get one in London, since Mr. Adlington now resides there.

Mr. R. F. Johnston: I am not sure he feels that it is possible for him to release it. I think it is one of those things where it has to come from the minister of the day. You often have told us as we ask for reports—not to give you an answer which will allow you to avoid giving it to us—that something is before a minister or whatever, that kind of thing. People who have done reports for ministries are not at liberty to divulge those reports unless the minister does so for us, that is why I am asking.

Hon. Mrs. McLeod: I am not sure at this point whether the report was done for the minister or tabled with the minister. There is not a copy in my office, I have determined that.

Mr. R. F. Johnston: It was MCU that sent out the letter saying that this was all to be done and requesting input—well, I await its arrival. After you get your copy and you have had a chance to read it on a long weekend, at some point or other, please share it with us.

Hon. Mrs. McLeod: Then I will be able to say whether or not the \$200 million in the year of funding centres of excellence and the \$25 million in research overhead, were addressing the initiatives outlined in that report.

Mr. R. F. Johnston: My guess would be that the centres of excellence are not the concept that was put forward in this report. That is just a guess on my part, because I have not seen the report. We are all very anxiously awaiting its being retrieved from wherever it went. The better a report, the more obscure it becomes.

Mr. Chairman: Any supplementaries?

Mr. Beer: I think Mr. Johnston has dealt with the whole issue of entrepreneurship very well. I have nothing further to add.

Mr. Chairman: All right. Mr. Johnston has reminded us that we have other areas to cover before our time expires. We are on vote 703, which is the colleges. We have yet to cover vote 704 on student affairs. Anything further on the college area?

Mr. R. F. Johnston: If we could, I would prefer to revert to the colleges after we have had a chance to deal with the student affairs side, if that is all right.

Mr. Chairman: Would you like to start us off in that area?

Mr. R. F. Johnston: Sure. I had wanted to get a chance to spend some time on the Ontario student assistance program with you in these estimates. By the way, it would probably be my first priority of things to deal with, but the way the estimates are ordered, it is always at the back of the book, as it were.

A lot of us have some real concerns about OSAP. In my remarks responding to your opening remarks, I talked about some of my major problems with the limitations conceptually that we have for OSAP. We seem very hide-bound in our notions of what eligibility is all about, especially in terms of discriminating against people who otherwise consider themselves to be independent adults and wish to have economic responsibilities, self-responsibility. They do not want to be seen to be their parents' children but to be people in their own right and to make decisions about their own future, in this case, their educational future, which is based on their existence as adults and nothing to do with what their family income may or may not be and criteria that might be involved in that.

First of all, I would like to start off with that general point. You responded a little bit, but we did not get into a major discussion of it.

At a forum I was at with the Council of Ontario Universities at Jarvis Collegiate, Mr. Kanter at that stage said he did not think there was going to be a change in government policy and basically put forward the notion that the concept of arbitrary limitations would be maintained, in one form or another, because of the fact that there is only so much money to give out. Therefore, money based on need, even if it is from some fairly arcane notions of how one determines that individual's adult status, would be maintained. I

sense you were saying the same kind of thing in response to my opening remarks.

I want to see if there is any possibility at all of opening the notion of getting away from this whole concept for people over the age of 18, of what their parents' responsibility is for the cost of their education and, instead, dealing with them in terms of their income capacity and their own right to go into debt, if that is what they choose to do, or in fact to be eligible or not eligible for loans and grants on that basis. Is there any chance that you are going to make that kind of major move, or are you willing to look at that kind of major move in the way OSAP operates?

Hon. Mrs. McLeod: This would be an interesting topic for us to be able to have a dialogue or a discussion about, and I am not sure if the committee forum lends itself to that. I would like to begin by saying I do not think there is an inflexibility in considering any conceptual change and discussing that possibility. I am very much aware of the sensitivity of university-aged students to continued dependence on parental support.

I have two daughters at university, one of whom will not ask for support unless she is absolutely desperate and the other of whom apologizes profusely all the time she is indicating what her needs are. I know that is difficult for them. I really do recognize the sensitivity of that for students, even students of families who are quite willing to provide that support and can afford to provide that support. I know it is a problem from the students' perspective.

The difficulty I have is in wanting to ensure that the resources we are putting into student assistance—and they are increasing resources, as you know, and I will not get into the statistics of it again—I think as we recognize the continued needs we want to meet through the student assistance program, we want to ensure that those resources are going to those students for whom the financial costs of university or college education are particularly difficult.

The determination of dependent and independent status, I think, helps to ensure that the family does continue to provide a contribution. Those families who can afford to provide that support are requested to do that. I think that given the fact that we do want to focus our resources on students whose families simply cannot afford to provide that support, the continued existence of the definition of dependence and independence, and the continued requirement that families that can afford to provide some support be asked to provide that, have legitimacy. I recognize

philosophically that it creates a problem, that there is a sensitivity for the students, but it ensures that the resources go to assist those students who most need that help.

Mr. R. F. Johnston: But it is more than just a matter of their sensitivity, if I might. What you are posing is a very conservative concept, speaking ideologically at this point, of what higher education should be, that somehow a person who chooses to go to higher education is less of an adult than if he does virtually anything else in our society. That, it seems to me, is a very dangerous concept, especially given the Charter of Rights and Freedoms, in terms of discrimination. There are many contradictions that show themselves up automatically.

That kind of notion says that assistance to go to university is entirely welfare-oriented, including the loans portion, which is an interesting thing to put in. But even within the concept of its being a welfare package, if you take a student who leaves school at age 16 and leaves home at age 16, or even leaves home and stays in school at age 16, that student can receive welfare, actual living costs to live elsewhere and to pursue his studies, even if the father and mother are Conrad Black and his wife, who recently separated. That family would have no legal onus in our society to assume those kinds of costs.

Yet for educational purposes, if the child wants to go to a post-secondary level of education, your ministry is making a determination that says the family somehow has a role to play here, even if the adult does not wish the family to have a role in it.

1640

The cases I have had in my riding have been horrendous in terms of people trying to assert themselves as being fully independent and not dependent at all on their families. The only appeals I have ever had any success with have been the most dire kinds of things involving abuse at home, which then has been able to be used as a rationale for granting an appeal. But the student who basically just says, "I am and consider myself to be independent and I pay rent to my parents"—if he is staying at home, that kind of thing—never wins an appeal.

It is such an unliberal concept and a very dangerous one—I guess it is all right to wait for the court challenge on it, which I think is inevitably going to come—to say that somehow this particular service of government can be done in this discriminatory way, contrary to the Charter of Rights and Freedoms.

I presume this government would not want to bring in a "notwithstanding" clause to protect its student loans. You would not go that far, would you? If it were challenged and the challenge were won, you would not want to bring in the "notwithstanding" clause to maintain this kind of discrimination in this one field, would you? How far would you go to protect this kind of discrimination?

Hon. Mrs. McLeod: Let me come back to the whole question of appeal and the students' indication that they in fact are independent and cannot seek parental support, and differentiate that from the appeal cases you have indicated, which would perhaps be seen to constitute an arbitrary refusal and which I think you are indicating you have not been successful in supporting your constituents in appealing.

Mr. R. F. Johnston: Never.

Hon. Mrs. McLeod: There is that concern about the arbitrary refusal to support, which throws open the whole issue of the independent/dependent status, which we do use as a guideline, as you know. I think there is greater breadth in the appeal process than the extreme you have described.

Maybe Richard Kleiman, director of the student awards branch, will want to comment on that and on his experience with the appeals process, that it is not as stringent as you have described it and that there must be abuse in order to substantiate a case of nonarbitrary refusal.

Mr. Kleiman: As you can appreciate, in dealing with as many students as the Ontario student assistance program does, it deals with the whole gamut of life experience of the student population of Ontario in one form or another in the course of every year. As a consequence, it has to maintain a high degree of sensitivity and flexibility. Consequently, in dealing with appeals, the focus is always on the particular family situation.

If the family situation, as verified by an impartial third party, indicates clearly that the student is not going to receive any assistance from the family, but in addition to not receiving that assistance there is going to be a serious barrier to that student having an opportunity to complete his post-secondary education, that would be received favourably.

Mr. R. F. Johnston: I have made specific appeals based on that and have never won one. How many have been granted on that basis in the last year, for instance?

Mr. Kleiman: Approximately five per cent of all students applying for OSAP would appeal on a broad range of grounds that would include this subgrouping we are talking about, the relationship between financial independence of the student and the family. Of that five per cent, approximately seven out of 10 would receive a favourable response in the form of some form of assistance, so it would be 70 per cent of five per cent, or 3.5 per cent of the five per cent appealing would receive a favourable response.

I should point out, though, that when we are talking specifically about the arbitrary refusal of parents to assist their post-secondary-age children with the cost of education, those appeals tend to have a much lower rate of approval, because it is indeed an arbitrary refusal. It is a choice on the part of the parent or the child or the two together to in effect transfer responsibility from one venue to another. Consequently, if the financial support expected of the family is arbitrarily refused by the family, where they say, "We choose not to support," or the student says, "I choose not to receive," or, "We choose not to have a financial relationship," in that situation the success rate would be much lower.

Mr. R. F. Johnston: The language is wonderful, but I would reverse it entirely and say it is an arbitrary decision by government that puts these people in that position when making a legitimate request to be considered independent. The onus is thrown back on that family by the way this is approached, and it is a very unfair way.

Let me give you a case in my riding where they would not go to appeal, even though I encouraged them to, because of what they would have had to go through to get it. The young woman had been quite ill for a year or so. Her parents still live in the same house; the father lives downstairs and the mother lives upstairs. They have no relationship and have not had for years, except that the mother speaks almost no English and is totally economically dependent on the husband, who gives her \$120 a week or something like that to live on. The daughter has been living upstairs with her. He refuses to give any money at all for the support of his child.

Clearly, the mother could separate from him and demand half of the house and all those kinds of things and go that kind of route, but she is unwilling to for all sorts of religious reasons. She is also unwilling to talk about her particular problem to a loan official in a college, but the onus is on her to do that and on the child, even

though she is an adult of 20 years of age now, because of the way this loan system works.

We would find this kind of thing totally unacceptable in any other kind of field, except, somehow, in this élitist notion of post-secondary education and where the financial burdens should lie, in this very arcane, conservative notion of familial responsibility for adults. It is the onus that is all dead wrong in this, in my view. I would have thought a Liberal government should work against it.

I will give you another example, of a disabled person who a few years ago would have gone to vocational rehabilitation and at 18 or 19 years of age, under vocational rehabilitation, would have been fully eligible for funding to go to university. That person now has to qualify under the OSAP guidelines. The parents of that 19-year-old disabled person now have the obligation as well to have their finances put in place. That was not the case for vocational rehabilitation adults in the past. Their family had nothing to do with it.

Have you any comment on that? That just seems to me to be an absolutely clear case of how wrongheaded this kind of notion is, and how out of touch with all other government policy, which has been trying to conform with the notions of the charter.

Hon. Mrs. McLeod: I really have to respond a little bit to the use of the term "élitist notion," given the kind of emphasis we have placed on greater access to post-secondary education and the fact that we are supporting the highest rate of participation in history and are essentially doing that within a publicly funded system.

Mr. R. F. Johnston: But your grants process is a welfare concept within an élitist concept, and that is why this comes up.

Hon. Mrs. McLeod: You move step by step to provide the resources that are needed to ensure the access.

Mr. R. F. Johnston: But you believe in welfarism.

Hon. Mrs. McLeod: In our case, to let me use the statistic I said I would not use, when you increase the student assistance program by 34 per cent over a three-year period, one of your priorities has to be to put those resources into the areas where the greatest need is.

You were concerned in an earlier session about whether or not we have done anything to change the socioeconomic mix of our post-secondary education community. Surely, using our student assistance in the way that meets the needs of the

greatest number of students is one of those ways in which we support that socioeconomic mix.

1650

Mr. R. F. Johnston: If you are conservative, yes.

Hon. Mrs. McLeod: We are providing our student assistance primarily to families whose income is under \$20,000 a year.

Mr. R. F. Johnston: If you are conservative, yes. Usually, if you are a liberal or a social democrat, you think universally in terms of accessibility and you deal with matters like assistance—

Mr. D. R. Cooke: No.

Mr. R. F. Johnston: Most liberals do; sorry, Mr. Cooke, I understand you are not in that wing of the party.

You move in that direction and you deal with things like tuition and other impediments to people going to university, but you do not maintain the welfare structure. You are saying it much more nicely than Bette Stephenson used to say it, but it is the same principle or ideology that you are operating on, which I argue is counter to normal, predominant liberal ideology.

Mr. Chairman: We have a couple of supplementaries on this same question.

Mr. R. F. Johnston: Sure, get them in.

Mr. Beer: Just two questions and perhaps a comment: I think this is an issue that comes up and we all wrestle with it in terms of the concept of familial responsibility and to what end. I suppose, as a parent whose daughter is just starting university this year, questions of help and where one can find other sources of funding come to mind.

I have two questions. One, have we done or has any province in Canada done a study so that if this program were operated as Richard suggests—in other words, there was not the family element to it—you have any sense of what that would mean in terms of the demand. Is there any way one would have a sense of what we would be expending, because one of the arguments, if I understand it, has been that perhaps one day we should be doing that, but if we have limited resources let's focus them on the kids who need it most, and if I can help my daughter I ought to. Do we have any sense of what we would be talking about here in terms of demand on a program level?

Hon. Mrs. McLeod: I can ask Richard Kleiman to correct me if my figures are wrong, but I believe that currently the Ontario student

assistance program is extended to about one third of the total post-secondary students.

Mr. Kleiman: Yes, that is correct.

Hon. Mrs. McLeod: So you can appreciate that the volume of the demand could conceivably be the balance of the students in the system.

Mr. Beer: Okay. Would I be correct in assuming, Mr. Johnston, that you are not just saying this would be open-ended? People would apply, but they would not necessarily receive full funding just by applying.

Mr. R. F. Johnston: Sure. I presume the government would continue to offer financial assistance on the basis of their financial need, but you would be recognizing it as being their financial need and nothing to do with their parents; that is all.

Hon. Mrs. McLeod: The potential, though, is to uncap it by removing any distinction in terms of an expectation of parental support by removing that whole question of an arbitrary refusal to provide support. That does leave it open to applications from virtually every student.

Mr. R. F. Johnston: Let's look at the difference at what has taken place, say, with a disabled person, that vocational rehabilitation services thing I raised before. In the past, at 19 they could apply for vocational rehabilitation assistance for a range of books and other kinds of assistance; occasionally attendant care, but very occasionally. Now they have to prove themselves to be independent. What do the rules state? Is it three years working? I cannot remember the terms of it.

It is very tough for a disabled person to be in the workforce and get those kinds of things that make you independent; or they have to wait until they are 25 and meet that incredible financial burden that often parents of severely disabled people have for years and years anyway, because they are with those parents until they are 25 instead of 18. That is just a huge step into the past in my view, instead of a step forward. It is just another indication of how out of sync I think this particular philosophy is at this point, speaking in the large term.

Mr. D. R. Cooke: I am just wondering if Mr. Johnston is advocating basically that we have a procedure by which the student and his parents would simply indicate that while the parent may be willing to provide the student with an automobile and other things, he simply does not wish to provide the student with assistance for studying, and the student does not wish to access

it and thereby the student automatically becomes eligible?

Mr. R. F. Johnston: Depending on what their status is. What I am basically saying is that a student should be able to come forward and say, "I am an independent student and I wish to receive money." On the form one would say, "Are you receiving any assistance from your parents for this, this and this?" Those would all be legitimate questions to ask in determining what their income is to determine whether they need assistance. The presumption there now, back the other way, which is that if the parents are earning \$37,000 a year or more, whatever it is now, they are automatically making enough money to pay for this kid's tuition even if he or she does not want them to, is not something that should be acceptable any more.

Mr. D. R. Cooke: You are simply saying the presumption should be changed, but you are not quarrelling with the criteria.

Mr. R. F. Johnston: What I am basically saying is that you would work out what his income is as an individual, and based on that, you would give him various kinds of assistance and perhaps no assistance.

I can think of many young entrepreneurs who will be graduating from these entrepreneurship courses in our high schools who will have made a fortune in the market and will want to go on to university and be considered independent. They will say, "I want to apply," and the minister will say: "No, as a good entrepreneur, you don't need to be a corporate welfare bum. You can go to university with the profits you've made on the backs of whomever over the last number of years. Welcome to the system. Go to a centre of entrepreneurship at the university level to hone your capitalist talents to inflict on the wider society later on."

I think it would be based on their income statement, but the onus is totally opposite; that is all.

Mr. D. R. Cooke: But any good entrepreneur surely is going to hone his talents so as to suggest to his parents that they do not really wish to assist him in that particular area. He will have honed his talents to such a degree that he can fill out his form so as to be eligible for a grant. You are really advocating for this class that you are at the same time perhaps suggesting gets too much from society. You are advocating for those who do not need it.

Mr. R. F. Johnston: I am advocating that an adult is an adult and should be treated as an adult

in our society and not be presumed to be a child when he is an adult, and that should be consistent throughout all our social policy. That is what I am arguing for.

Mr. Chairman: But you are really not arguing for universality because universality would mean elimination of tuition fees and getting a stipend to attend university.

Mr. D. R. Cooke: Or certainly the elimination of a means test.

Mr. Chairman: What you are doing is simply taking a different way of measuring means.

Mr. R. F. Johnston: I am simply taking one terribly discriminatory element out of the OSAP system. I would love us to have a tuitionless post-secondary education level. I think that would be an entirely appropriate thing to have and I would love to have stipends for people to go to university. Do I see that in the realm of possibility in the next 16 Liberal or Tory or whatever governments? No, certainly not, but we can at least get rid of what is a terribly discriminatory practice at the moment within OSAP. There are a number of them, but if we can get rid of that one. We might go on to some of the others that are involved as well.

Mr. Chairman: In changing the method of calculating who is needy—

Mr. R. F. Johnston: An adult is an adult is what I wanted to say. I know this is heavily complicated.

Mr. Chairman: Given the limited dollars—

Mr. Beer: It is more difficult than "a rose is a rose."

Mr. R. F. Johnston: All adults do not smell the same, it is true, but I think—

Ms. Poole: You cannot accuse us. We are not on your side.

Mr. D. R. Cooke: No, we do not know these wealthy people.

Hon. Mrs. McLeod: Can I just note that I am impressed with Mr. Johnston's confidence in the high school entrepreneurship programs and the success those students will experience.

I just want to indicate in response to some of the questions the other members of the committee have been raising that I think we would have to anticipate that a change in the criteria determining independent and dependent status would undoubtedly result in a significantly greater demand on the funds for student assistance and, therefore, necessarily with a tremendous demand for increased funds, or a dilution of the amount of support that can be provided to

current recipients. So it is really a push for balance, and I just wanted—

1700

Mr. R. F. Johnston: It has always been an excellent Tory reason for not bringing around social justice, what you are just saying. I know that it must be hard for that to come through your lips.

Hon. Mrs. McLeod: I have no difficulty with enunciating and supporting the kinds of steps that have been taken by this Liberal government in order to address the very kinds of concerns which I think you share.

Obviously we seek, as a government, both to address the concerns and to find a level of balance which makes it affordable for us to continue to move forward. I know that is not one which you receive as welcome news, but it is nevertheless the position that we are in.

Mr. R. F. Johnston: You can buy time; you can get away with it for a while, if you want. But it is the same as paternity leave at the federal level or paternity benefits at the federal level. At some point or other, women get challenged on this. You are going to be forced to recognize that this is a totally arbitrary, discriminatory move on the part of this government. Then you will have to open it up, probably after several challenges and appeals to the court system, just as is happening on paternity benefits at this point.

But it is clearly a matter of civil liberties that we are talking about here; and yes, that might have financial implications. Unfortunately, civil rights sometimes do cost money. They really do, and that is something that governments have to deal with. I would just hope that a Liberal government would want to move in advance of that taking place instead of being pushed along by people who finally get outraged by the lack of action to bring about that kind of equality.

Hon. Mrs. McLeod: I would hope that a Liberal government would also continue to endorse a belief in focusing the resources in the areas of greatest need. Finally, we did a quick calculation. If we are right in our calculation, I think it is worth noting that when Mr. Kleiman speaks in terms of, I think, the five per cent figure that you used of people who do appeal under these criteria, that would be some 7,000 appeals of which approximately 5,000 would be granted. I think the numbers reflect—

Mr. R. F. Johnston: How many of those would be the arbitrary ones, the ones that were considered to be arbitrary decisions? What percentage of those would be won?

Hon. Mrs. McLeod: Presumably it would not be arbitrary refusals that are appealed; they would be those questions of independent status that are seen to be nonarbitrary.

Mr. R. F. Johnston: So if, for one reason or another, those, like this family I have who are unwilling to give the extra information because they do not want you prying into their private lives in terms of their relationships deteriorating in that home, they would be seen to be an arbitrary decision.

Mr. Chairman: I think we have carried that point along quite a way. Mrs. Cunningham, do you have another question under vote 704?

Mrs. Cunningham: No, I do not have any. I want to go back to the previous section.

I did have a question of clarification, though. It talks about participation. I am wondering who handed this particular chart out and what it really means, given the minister's statement that we have more students.

Mr. Chairman: All of the loose documents on your desk were handed out by the minister at the beginning of today's session in answer to requests made at our previous day.

Mrs. Cunningham: Can I ask a question? In response to participation, I was wondering what the totals mean. I am now looking at midterm enrolment survey as of November 1, 1984. It goes on to talk about full-time students, 1983-84 through 1986-87. I am looking at the total columns on all four pages.

Hon. Mrs. McLeod: You are asking for a clarification?

Mrs. Cunningham: I am just wondering, when you stated that we have a greater participation rate than ever before—

Hon. Mrs. McLeod: Perhaps I can lend a clarification.

Mrs. Cunningham: When I look at those totals columns, this would not be a good document to support your statement. I am wondering what would be.

Hon. Mrs. McLeod: This particular document is outlining full-time enrolment in the colleges only, not in the universities. That includes the post-secondary, which is identified in one column, where we know, in fact, that over the last two years it has been relatively stable, although there has been a slight decline. I think you are very familiar with some of the skills changes and the effect that has had on enrolment in skills programs, which are the other columns that are identified in this document.

Mrs. Cunningham: Right.

Hon. Mrs. McLeod: There is a very large increase in enrolment. When I indicate that we are supporting a higher participation rate than at any other time, it is in the university sector, so the figures are not here.

Mrs. Cunningham: Oh, you were not talking about the colleges?

Hon. Mrs. McLeod: No.

Mrs. Cunningham: Okay. I thought we were talking about colleges today, so that is why I was surprised at your statement. I did not think it was a great enrolment, and it is not, although it seems to be holding its own.

Hon. Mrs. McLeod: Yes, at the post-secondary area.

Mrs. Cunningham: I was listening to the other debate, on support of students, and I do not have any comments at this time. I will be looking at the implications of the incentives and the increases you have provided in this particular budget. It will probably take us to the spring to see just what will happen because of the new incentives and loans and what not, but we have not had a chance to take a look at what has happened as a result of that.

I do have a concern about disabled students. I think Mr. Johnston has already talked about that somewhat. I am not sure whether you would like to respond to the new granting system for disabled students at this point in time, whether you too have some concerns or whether you are looking at—I get copies of letters that are sent to you, so I am sure you are aware of what our discussions have been about.

Hon. Mrs. McLeod: Clearly, the rationale for the program is one in which the vocational rehabilitation services would continue to provide support for those costs incurred as a result of the disability. That is not something we would expect to be able to cover through the student assistance plan. The portion of those costs which are incurred by the disabled student as they would be incurred by a nondisabled student is one for which support can be applied for through the Ontario student assistance program. Therefore, the same criteria for application would apply to that portion of the funding support being sought as to the nondisabled student.

Obviously, a difference is that there are two sources of funding rather than one for the disabled student in the post-secondary system. One of the concerns that has certainly emerged in the letters you refer to is the question of co-ordination and whether or not it is more

difficult for the disabled student to secure the funding by virtue of having to approach two ministries. We are hearing that concern and have initiated a review jointly with the Ministry of Community and Social Services in order to look at the impact of the change in the program.

Mrs. Cunningham: The other is the waiting time for appeals.

Hon. Mrs. McLeod: On OSAP generally?

Mrs. Cunningham: Yes, especially for disabled people.

Hon. Mrs. McLeod: We may have two different questions, then, because there may be a question about the waiting time before the funding under the vocational rehabilitation services would be provided and the question of the waiting time if there is an appeal under OSAP. Again, it is that question of co-ordination.

Mrs. Cunningham: That is right.

Hon. Mrs. McLeod: I am not sure, Mr. Kleiman, if you would like to speak to the question of waiting time on OSAP appeals.

Mrs. Cunningham: I am just wondering. I asked the question last April or May, certainly internally, and someone is looking at some response, given requests that were made last spring. We are still getting the letters now—in this instance, from some 11 students. The Ministry of Community and Social Services certainly knows who they are. I just wondered how this particular ministry—if you are communicating and if you have made any progress.

Hon. Mrs. McLeod: I think we may be into that question of which ministry we are dealing with. Mr. Kleiman, would you respond to the appeals in terms of OSAP and any information we have about how that co-ordinates with appeals under—

Mr. Kleiman: The focus of the work that is being done jointly by MCU and Comsoc vis-à-vis disabled students is to see the impact, from a student perspective, of the change in policy that changed the support pattern. In addition to the Office for Disabled Persons, the Ministry of Community and Social Services and the student awards branch being involved in this, we have asked for the Canadian Association of Student Financial Aid Administrators, the on-campus administrators of OSAP who are very much involved in the provision of student services within student service units at all the post-secondary institutions, to assist us.

1710

The focus of the work we are doing is really a service inventory to see the sequence of events that happens when a disabled student first approaches a post-secondary institution, the Ministry of Community and Social Services or the student awards branch. In other words, we want to see if there is a smooth transition in that sequence so that regardless of who is providing what service, the client is the focus of those activities, and those services are provided in a timely manner so that the provision of the services themselves does not pose any difficulty for the student entering post-secondary.

Mrs. Cunningham: You are following, I am assuming, a number of students in each institution at this point in time as they applied both a year ago last spring and this previous spring—in other words, 1987 and 1988. Is that correct?

Mr. Kleiman: Not precisely. The focus is a little broader than that. We want to focus on the services provided by the two ministries as well as the on-campus sequence of events, so we have enlisted the assistance of both the Ministry of Community and Social Services and the student financial aid officers so that we can do really a province-wide review of the sequence of events that happens when a disabled student enters post-secondary education.

Although the cases that were brought to our attention were certainly the focus point for the beginning of some of this work, now that there have been two years completed with the change in the support pattern, the focus is broader than that and is post-secondary-wide.

Mrs. Cunningham: This is my final question, because this one was a specific concern and I have been following it. Will you be making a report on this shortly? I was only aware of the sequence of events around specific cases, some of which have not been solved. Are you going to be reporting shortly so that in the coming spring, if there are changes or recommendations to be made, perhaps even some consolidation again—we have attempted to get it apart because it affects philosophy, but if it is not working for the students who care about philosophy? If I am disabled and want to go to school, I do not really care so much about the philosophy; I just want to be able to go—especially these people, most of them, who deserve a gold star to start with.

Will there be recommendations to the minister that will result in some changes? Is that your anticipation of the work you are doing?

Hon. Mrs. McLeod: I think it is fair to say that at this point we are cognizant of the concern. We have initiated the study in order to determine

the extent of the concerns and the factors that have led to the concerns being expressed by disabled students. I am not sure if you have a time line on that at this point of when we might expect that study to be completed.

Mr. Kleiman: It is certainly our intention, because the focus of the review is precisely what the honourable member stated: the focus on the actual services being provided to students and the sequence of going to post-secondary. It is our hope to complete that review and to make recommendations for any adjustments that are required in time for the next cycle.

Mrs. Cunningham: That is exactly what I needed to hear. Thank you.

Mr. R. F. Johnston: Let me just ask, as the only person on the committee who was around when all of this took place under another administration—

Mrs. Cunningham: I noted that in the Hansard. This will be good.

Mr. R. F. Johnston: Be warned against all of the things that are coming to pass. It is nice to see that the review is taking place, not to be too cynical about what has happened. I believe the reality is, from what I am hearing from disabled people, that in fact they are less well off under the system now than they used to be.

Do you have statistical information about the average amount of money that a disabled person is going through university with at this point as compared with what he used to go through with in the old days? Then the drop that a person has from just living on family benefits allowance to getting a student grant and a loan, on which he is now going to accumulate debts, which he never would have accumulated under the old system at all, is something that I really think needs to be brought out in the open. Have you done any statistical analysis of that?

Hon. Mrs. McLeod: I am not sure that we have a statistical analysis. It would almost be a case-by-case situation to assess that.

Mr. R. F. Johnston: If you look at the maximums for grants and loans and then you look at what you can get on family benefits allowance and what you used to supplement it with on vocational rehabilitation, the difference, which a lot of us were afraid of—a lot of us thought the motivation of the past government in moving into this was a financial motivation and not one to deal with equality to the disabled. I think it is important to try to get some hard data on just exactly what a disabled student can expect to be going through a university with these days

and coming out with at the other end in terms of his debt, in comparison with what he would have done under the old vocational rehabilitation family benefits allowance system. It is really important to have a look at that.

Ms. Poole: I have a question on the Ontario student loan interest relief program, but just before we get to that I would like to congratulate Richard on his successful fight in his phobia of the E-word. I distinctly heard him mention “entrepreneur” at least four times in one paragraph, so he is making great strides.

Mr. R. F. Johnston: It is sort of a harnessing of rage. It is working very well. It is better to harness it than to have it eating me apart.

Ms. Poole: The other thing that I noticed was that he seemed to be having some difficulty with the interpretation of what a liberal program or policy would be. Maybe it would help him if I gave my definition of what a liberal is. I think it is a person with a strong social conscience—

Mr. R. F. Johnston: As long as you do not upset David.

Ms. Poole: —who also has a sense of fiscal responsibility. Therefore, I am quite puzzled by your constant references to our minister as being—

Mr. R. F. Johnston: What happens when those things clash?

Ms. Poole: Reality.

Mr. R. F. Johnston: Which is what? Those who are sick, those who are disadvantaged stay disadvantaged.

Ms. Poole: No. You do the best you can with the system and the resources that you have and try to make it better.

Mr. R. F. Johnston: Fiscal responsibility is not setting up arbitrary limitations, which is what we have done in terms of the amount of money that we say this is worth to those people. It is a false, it is a conservative style, this sense of fiscal responsibility that is being posited here: that somehow the dollars for people going into post-secondary education are magically limited in such and such a fashion. If that means that we have to keep on with a grossly inequitable system, then we will keep on with it, because that is the case. That is a phoney argument, because there are many other priorities to be looked at, not just that, as you know. I am sure you do not argue that case.

Ms. Poole: But I think you will agree that there are many programs that have been brought forward which are very liberal in orientation. If

you look at the 34 per cent increase in the Ontario student assistance program, that is a very positive move forward. Not to say it is perfect, but I think this minister has—

Mr. R. F. Johnston: We could get into the detail of that if you want.

Mr. Chairman: Do you have a question for the minister?

Ms. Poole: Yes, I do. Let's go to the interest relief program. If my memory serves me correctly, this is a relatively new program which is to assist students who, once they have graduated, are having difficulty making their payments because they have a low-paying job. Is that a fairly new program?

Hon. Mrs. McLeod: That is right. It was announced this winter and, as you have indicated, it is to assist students who are having difficulty in repayment of their loans, either because they are in a low-paying job or because they are unemployed. In that respect, it is different from the federal interest relief program, which applies only to students who are unemployed.

Ms. Poole: Out of the 1988-89 estimates of \$192-plus million for student support programs, what proportion will be going into the interest relief program?

Hon. Mrs. McLeod: It is a relatively small figure. I do not have the figure in front of me, but it seems to me that the anticipation would be approximately \$375,000.

Mr. Kleiman: There are 800 people involved in the program.

Hon. Mrs. McLeod: This again, of course, is an estimate, because we do not know how many students will apply under this program.

Ms. Poole: This is the first year. Basically, there is this fund, and once the maximum amount of the fund is reached, then students will not have an opportunity to use it until—

Hon. Mrs. McLeod: No. I am not sure that would be an accurate depiction—

Ms. Poole: It is not an open-ended fund.

Hon. Mrs. McLeod: It would be a deferral that the student can apply for and would be granted, based upon the certain criterion of being in that low-paying job or being unemployed. I would suggest that the fund is not capped in the sense that if there were students who applied and who did meet those criteria, they would be denied that deferral of interest relief. I think the attempt was made to estimate what might be required to cover those interest charges for the

period of deferral; but that it is an estimate, it was not intended as a cap.

Rick, for the sake of the accuracy of the record, would either you or Ralph add to or correct any comment I have made?

1720

Mr. Kleiman: That is substantially correct. The interest relief is granted in blocks of six months to allow sufficient time for the person to change his or her job situation or to secure a better-paying job. A student is eligible for three deferrals of six months each.

Ms. Poole: Am I correct in my assumption that this is a grant, not a loan; that the student will not have to pay back the ministry at a later date?

Hon. Mrs. McLeod: That is right. This is deferral of the interest.

Ms. Poole: So the ministry is picking up the interest for that period and the student is not expected to add that on at a later date.

Hon. Mrs. McLeod: That is right.

Mr. Chairman: I had notice from Mr. Owen that he had a question that relates back to the university area, but we are in the middle of the student affairs. Is there any objection to allowing Mr. Owen's question?

Mr. R. F. Johnston: I would like to do it in rotation, if we can.

Mr. Chairman: Okay. Mr. Owen, as you know, has been going in and out and he has something else he is trying to juggle.

Mr. R. F. Johnston: If you have to go to something else, go ahead.

Mr. Owen: The question that I wanted to ask the other day when we were at universities and we went on—the chairman did not see me waving, actually—concerns the figures that are shown on page 40 with regard to the Ontario Institute for Studies in Education and the figures that we see up above with regard to the University of Toronto, and of course, there is the recollection of what went on before with OISE and University of Toronto and the ongoing saga. Then if you look in the following pages, in the one section you see the dollars and in the other section you see the enrolment.

At first blush, if you look at the dollars going into University of Toronto and the enrolment there, it would appear to be somewhat out of relationship to the same figures for OISE. I know that OISE is supposed to have very expensive programs, but people at the U of T always tell me they do as well. I wonder if you could relate one to the other, if it is possible.

Hon. Mrs. McLeod: I am going to open the response to this, but ask for staff again to add to or correct the record.

Mr. Chairman: Is the question understood?

Hon. Mrs. McLeod: I think it is. In the sense that OISE has been providing graduate programs in education, there is a higher cost for graduate programs.

Mr. Owen: My question is not just why is it different, because that debate went on for some time and I understand might have been resolved, but it appears to be far more costly to run its graduate programs than those of the other universities. I am just wondering if there is any explanation I can give to somebody who was questioning me on this a week ago.

Dr. Brzustowski: I can start, if I may. If we are looking at page 42, for example, we find that graduate enrolment at OISE, total full-time equivalent, is a number like 1,500; at the U of T it is 4,800. The numbers are very different, of course, at the undergraduate level, where it is a handful for OISE and much larger for the University of Toronto.

The ratio of the sums, let's say 1988-89 estimates given on page 40, between OISE and the University of Toronto is roughly in the ratio of 16 to 1, roughly \$20 million to \$320 million.

It seems to me that in fact those numbers are quite realistic. They are certainly calculated by the same formulas. The ratio of graduate students is a lot smaller than 16 to 1, it is slightly more than three to one between OISE and Toronto. Given the weighting that is associated with graduate students, I think the proportions are right. The same formula is being used for both institutions. Mr. Cummins, I am sure, can provide the details.

Mr. Owen: The criticism I was given, and I did not have any figures at that time, was such that they were saying the graduate program at OISE is far more costly than the graduate programs at U of T. You are telling me that these figures do not bear that out at all.

Hon. Mrs. McLeod: And that the same formula would be used.

Mr. Owen: There is no distortion of formulas at all, so the criticism was not a valid one.

Dr. Brzustowski: The same formula is used, but these are global numbers for the whole institution. If one goes into the institution, some graduate student programs at the University of Toronto might be more expensive than others, but these are global figures for the two institutions as a whole.

Mr. Chairman: Mr. Johnston, you are back on the rotation schedule. Another question?

Mr. R. F. Johnston: Yes, please. I want to go back to student loans. What is so magical about 25 years of age in terms of independence?

Hon. Mrs. McLeod: Under the—

Mr. R. F. Johnston: Why do you use it? I will come at this another way.

Hon. Mrs. McLeod: Not in terms of the OSAP administration. There is not an age factor in the independence criteria.

Mr. R. F. Johnston: What is the magic of three years or whatever it is outside the home? Let me ask you that way, then. The figure of 25 still comes up with disabled people, though, all the time.

Hon. Mrs. McLeod: I am just not familiar with the 25-year figure. You did mention that earlier. I am wondering if that is something in the vocational rehabilitation services criteria in some way.

Mrs. Cunningham: You are talking about the eligibility? That is the number, 25. You have to stay out of school until you are 25 and come back as a mature student to be eligible to be independent from your parents. Either two years or 25 years of age, is that not correct?

Hon. Mrs. McLeod: That is not the OSAP criteria.

Mr. R. F. Johnston: Is that Canadian student loans?

Hon. Mrs. McLeod: No. It would not be the Canadian student loan either.

Mr. Chairman: Was 25 not the age at which a student can apply as an adult for adult admission to universities?

Mr. R. F. Johnston: Yes, and then as fully independent.

Mr. Chairman: And that is where they consider the lower admission requirements.

Mr. R. F. Johnston: A person who is 25 years of age is considered an adult returning to school.

Mr. Kleiman: Mr. Chairman, with respect, I think we are perhaps confusing a number of things here. Under OSAP and all of the provincial and federal financial assistance programs to students, any age references disappeared years ago. It is strictly based on experience.

Mr. Chairman: That is what I was saying, it is related to admission requirements.

Mr. Kleiman: In most instances, the mature student admission criteria for post-secondary

institutions is age 21 and not having completed the normal secondary school admission requirements.

Mr. R. F. Johnston: Is that person automatically eligible for OSAP as an adult in his or her own right?

Mr. Kleiman: I do not want to split hairs, but I do not think anyone is automatically—

Mr. R. F. Johnston: Can they apply as an independent rather than having to say anything about their parents?

Mr. Kleiman: If that student were three years in the labour force prior to applying, yes.

Mr. R. F. Johnston: What is so magical about three years?

Hon. Mrs. McLeod: I am not sure there is anything magical about it.

Mr. R. F. Johnston: It is your policy.

Hon. Mrs. McLeod: I guess in other discussions we have talked about there only being certain levels of absolutes and within that, unless you are at one or the other extremes of absolute, you are to some extent being arbitrary in the criteria which are being set. I am not sure I could speak historically to the derivation of the criteria of it being three years or two years in the case of parent support.

Mr. R. F. Johnston: Is there flexibility in at least reducing that notion?

Hon. Mrs. McLeod: I am not sure whether Ralph or Rick could speak historically to whether there has been a significant change in the criteria, or whether we would have that background as to change over the years.

Mr. Kleiman: In general, student financial assistance programs tend to evolve over time as does the experience of the students they are serving. The criteria specifically used to determine financial independence of the student from the family have undergone a number of modifications over the last 25 years or so.

At one time, there was an arbitrary age qualification and it was 25, or 24 in some jurisdictions. Over time, especially in the last 10 years, there has been a move towards an experiential-based method of determining financial independence so the student can clearly demonstrate he has indeed exercised financial independence from the basic family unit. That is currently the practice from coast to coast.

1730

Mr. R. F. Johnston: Is there any possibility you will change the eligibility criteria in terms of spending time at an institution to which OSAP

applies even if you do not draw from the OSAP fund during that period? I have had any number of people over the last number of years who happen to have gone to a university or college, which often they did not even know was eligible for grants, or they did not need assistance at that point and yet they lose eligibility points. Therefore, when they need help, as they are going into a university course instead of the college course they were in or whatever, they now find that they are no longer eligible for any assistance at all. Is there any hope—

Mr. Chairman: Why is that?

Mr. R. F. Johnston: Because there is only a certain number of—I forgot the exact—go ahead.

Hon. Mrs. McLeod: A four-year term; you are talking about the limitation of OSAP's grant support being available only for those first four years in the post-secondary program. Of course, we have to indicate that loan support is available beyond that and it is grant support we are talking about now.

Mr. R. F. Johnston: Yes.

Hon. Mrs. McLeod: You are quite right. If the student has spent four years in a post-secondary institution and has not called upon OSAP assistance, they still are not eligible under the current criteria for application, for instance, as a returning mature student.

The answer at this point is that we are reviewing all the concerns related to OSAP on a regular basis. This is clearly one of those concerns that is presented to us and one which we are reviewing. If it is possible to make changes or it is seen to be an important policy change, that is something that can be considered, but I do not have a change proposed or in place at this time. Quite clearly, I am fully aware of the concerns.

Mr. R. F. Johnston: This is one that always seemed to me to be absolutely ludicrous. The worst case I had was somebody who was at a college and she did not know she could have received a grant, and spent two-and-a-half years there and lost two-and-a-half years of eligibility. She was out for a year, came back to go into first-year undergraduate work at a university, was basically not eligible for anything, and was, therefore, faced with a massive loan debt at the end of her university career.

Let me give you a specific case you know about from Thunder Bay. I am sure she has written to you, as she has many people, Joanne Ernewein. In her case—which is complicated by a terrible ruling of the Social Assistance Review Board, which is totally separate from concerns of

your ministry—you actually have an individual who is now disabled as a result of rheumatoid arthritis, who, because she and her husband both were in failing businesses, was unable to get student assistance under the criteria. She has legally separated from her husband at this point in order to become eligible for OSAP. I am wondering, if you have gone through that case, if you have any comments about how the system has hurt her in this approach.

One of the great ironies I see in this, as somebody who has dealt with the Ministry of Community and Social Services for years, is that she can get this money now, based on the fact that she is legally separated and, therefore, must not cohabit with her husband. Yet under the spouse-in-the-house rule any other man can come in and sleep with her. She can allow any other man to sleep with her if she chooses, but if she lets her husband from whom she separated to get the grant do so, she would be in danger of losing her financial assistance. It seems to me that the inherent problem is deeper than that, in what she is being put through in terms of trying to get assistance to get an education.

Hon. Mrs. McLeod: I certainly know Joanne well and I have met with her a number of times in my constituency office. She raises, as you do, a number of concerns about the program approach, which separates the vocational rehabilitation services support and the OSAP support. She raises the concerns about co-ordination. I think we have talked about those issues today. I responded with the status of the current program and the fact that we are undertaking a review with the Ministry of Community and Social Services of concerns that have been raised as that program has been operative.

I would really rather not comment in any detail in a public session on a specific case in my constituency office.

Mr. R. F. Johnston: As you know, she is very desperate at the moment and wants it to be raised publicly. I suggested we deal with it privately. But one of the things she has raised, which I think is an incredibly important point that may get lost in all this, is that a person with her particular disability will have her condition exacerbated by stress. There is little doubt that this whole process that she has been put through has added incredibly to her stress and possibly to her disability.

It is good to know there is a review going on. On the other hand, it seems to me she is just another one of the victims of our present OSAP system.

Mrs. Cunningham: I think for that particular individual, whom all of us seem to have spoken with, we pursued with the Minister of Community and Social Services (Mr. Sweeney) the Social Assistance Review Board's problem. If that were solved, it would certainly assist her in her financial problems around attending the college.

On the other hand, I would be interested and would hope she may be one of the initial subjects or examples of people who can get lost in the old system versus the new system. Her case would be a good one to follow through as part of that review that is going on to see if it was a SARB problem or if indeed it is a problem of the old family benefits allowance vocational rehabilitation program versus the new OSAP funding one.

She would be a pretty good example to put in there as one of the students we should be looking at as a specific case that is part of that report. I am sure you must have some 15 or 20.

Hon. Mrs. McLeod: I would only stress that in any specific case which gives rise to concerns, what we deal with is the concern that is identified rather than the specific individual case.

Mrs. Cunningham: I think that is fair. It is just that everyone seems to know about it, so I am certain that your staff must as well.

Hon. Mrs. McLeod: I still believe there is an element of confidentiality in terms of the process that a particular applicant has gone through in the appeal process.

Mrs. Cunningham: In most instances, I would agree with you. In this one, I am not sure how confidential it is any more.

Mr. R. F. Johnston: In one of the last letters I received, November 1—we talk to her almost daily—there is a copy to W5, the Toronto Star, the Toronto Sun, the Globe and Mail, CBC television, CBC radio, the Chronicle Journal. I do not know how private you think this is.

Hon. Mrs. McLeod: Those statements are all made by that individual who has the right to reveal whatever information she chooses. I do not feel it is appropriate for me to become involved in a public discussion of that. But I think the concerns that she or any other applicant raises are ones which we can and will pursue as concerns about the program.

Mr. Chairman: I will consider that a supplementary to Mr. Johnston's question. Do you have a new question?

Mrs. Cunningham: No, I am rather anxious to move on.

Mr. R. F. Johnston: I am not. I am anxious to get this OSAP thing dealt with because I think it is one of the most serious elements.

Mr. Chairman: I am not sure what you are anxious to move on to because we are at vote 704. I would remind the committee, it is about 5:40 and some members did want to go back to earlier sections. We are at the final vote, which is vote 704.

Mr. R. F. Johnston: There is one other point on student loans. I will deal with that and then go back to other things, although there are lots of questions around just what the reality is for families with kids in university in terms of what it is costing them and their families.

I have a specific case to illustrate that problem I was talking about of people being in other institutions not knowing they could have gotten grants and not taking them. A woman in Scarborough, Patricia Hildebrand, is now going back and has had exactly that problem. It was discovered she is not eligible for grants.

She has been on family benefits now for the last couple of years and is working on her BA and BEd. She is anticipating a debt load of \$30,000 because of an ineligibility for grants on the basis of what we were talking about. The enormity of it is that large for people. That is why I think it is crucial that it be changed.

1740

Can you give us—you do not have to do it now if you do not want to—some rationale for, some breakdown of the amount of money that you think is appropriate for living expenses? I think it is \$107 a week now. I cannot remember what the total is. It goes back to the 1970s, as I recall, when it was established. When we deal with shelter allowances and things like that under welfare, I have a fairly good idea of what the presumptions of cost are.

I am wondering if some breakdown of that might be either given to us now or forwarded to us so we can understand what the rationale is for expecting that, for instance, that much money could actually meet a student's costs in a place like Toronto these days.

Hon. Mrs. McLeod: You are asking for a breakdown of the criteria that govern the amount that is allocated under each of the categories.

Mr. R. F. Johnston: How do we get the figure of \$106 or \$107 a week, whatever it is?

Hon. Mrs. McLeod: Is it possible to provide that information on another occasion?

Mr. Kleiman: We can provide it right now, Minister.

Hon. Mrs. McLeod: Would you like us to provide it now?

Mr. R. F. Johnston: Why do you not run through it and then I can leave other questions out? It would be nice to hear it and I will tell you if I want more.

Mr. Kleiman: The current rate for students living away from home is \$116 a week. That is a figure that is derived from a base allowance that has been indexed for the last number of years by the consumer price index to keep it close or in fact slightly ahead of the current cost increases overall. That rate assumes that students are sharing accommodation and that there are some economies of scale in their residence.

Mr. R. F. Johnston: That is how it has been indexed, but I want to know what the premise is; if it is the same as the shelter allowance notions under welfare or based on 50 per cent dollars of actual cost or 75-cent dollars on the actual cost of housing. It must be done through some calculation. What was that initial base established on besides the sharing of accommodation, so that I can get some idea of how it is so out of whack with what is real in a place like Toronto? Can I get that forwarded at some point?

Hon. Mrs. McLeod: Further information has been provided in this area. I certainly know the movement was made from \$99 in 1986-87 to the \$106 per week, which is a fairly significant move considering that for each dollar increase in the weekly allowance, the cost to the plan is about \$1.5 million. So to move from that \$99 to the \$106 really does represent a significant change in the cost of funding.

Mr. R. F. Johnston: I want the premise that it is based on rather than the increments.

Mr. Chairman: Richard, you are back on again.

Mr. R. F. Johnston: I thought everyone else had questions and that was why I was—

Ms. Poole: Take another turn.

Mr. D. R. Cooke: We are spellbound.

Mr. Chairman: We had Mr. Owen in there; it went in reverse order.

Mr. R. F. Johnston: When we talk about the 34 per cent increase in the OSAP funds, have you done any calculations at all about what the real net increase is after you take out the increase in enrolment that we have seen, the inflation during the same period, any calculation of rental increases in most of the urban areas where universities are located, and tuition increases? What is the real net improvement for a student these days versus beforehand? On the face of it, 34 per cent sounds wonderful until you start to try

to do the deductions, which I do not have the capacity to do but I presume you have done, to know what the real increase is.

Hon. Mrs. McLeod: In terms of the student increase on the grant plan or the real student increase in the loan plan?

Mr. R. F. Johnston: Either or both if you want. When you look at what an average student gets—I guess you have that figure—today as compared with before, has that jumped enormously when you deduct these real increased costs that they have to face? Or have all those kinds of costs just eaten into that amount and you are actually just holding the line with what are real costs? That is what I am trying to find out. Are you being that much more generous or are you just recognizing the realities of today the same way as people did four years ago? I have never seen that kind of a breakdown. I would be really interested to see the analysis of it.

Hon. Mrs. McLeod: In terms of the per student cost, because quite clearly the global answer is that the 34 per cent increase on an annual basis is certainly greater than the increase in inflation. It assumes that there are program improvements. The other question was, is the number of applicants and—

Mr. R. F. Johnston: Yes.

Hon. Mrs. McLeod: Having said that, I am not sure whether we have the specific breakdowns with all those factors removed.

Mr. R. F. Johnston: It does not need to be done now. If it is something you have worked through in part but on different terms than the ones I have just thrown out, I would be interested in seeing that. You must have some kind of notion, though, of what is the net improvement here, in terms of the number of students served, one would presume, but also in terms of what a student is actually getting covered by the grant portion and by the loan portion.

Hon. Mrs. McLeod: It is just the sheer magnitude of the information you are asking for. I know we provided sole-support parent statistics earlier. Dr. Benson, you were going to comment.

Dr. Benson: Yes, I was just going to say that it is very difficult to answer the question, because of the parameters involved. It is obvious that with a 34 per cent increase over the time frame, the consumer price index probably went up about 12 per cent over that period of time, or slightly less, and then there has been maybe a five or six per cent change in enrolment. There have been significant program improvements in that 34 per cent in real terms.

Now, as to where they fit, because there are so many decisions taken to adjust income eligibility levels, to adjust summer employment, to adjust the different values, it is a very difficult question to answer in any definitive way. There are so many program improvements. Some will improve maybe 60 per cent, 70 per cent or 80 per cent; others may only have improved 10 per cent or 12 per cent. Some would have matched CPI; some would have far exceeded it. It really is an exceedingly difficult question to answer. I do not even know how to take a run at it, to be honest with you, in actual terms.

Mr. R. F. Johnston: Do you do it another way? Do you work out what an increase in tuition of \$150 would mean in terms of the cost to the plan and work it back that way? Let me put it this way: When you make an increase of 34 per cent over that period of time, it has to be based on a number of matters, some of them to do with real costs, some to do with expanding eligibility and other kinds of things. One would presume that when you have done that, you have been able to try to break out those factors. That is what I am interested in.

Dr. Benson: Sure. You start off with an analysis of the cost of maintaining the status quo, reflecting the increase in the cost of goods and services. Then you adjust that for any change in quantities being served. That is part of the analysis. Then you look at the areas in which you can start improving if you believe that some of the allowances are not high enough or some of the other criteria should be adjusted.

One costs out those things. Then one looks at the other program issues, such as grant eligibility periods and sole-support parents, and tries to work it all out and come up with a number. That is basically how it has been worked out over the last several years. It is an iterative process. Then one looks at that in conjunction with the revenue, obviously, and tries to find the balance.

Mr. R. F. Johnston: I do not know if there is any information you can provide me which has what you have just talked about laid out schematically, but it would be interesting to see. In other words, if the net benefits here, besides covering inflation, are in fact that X number of sole-support mothers are receiving such-and-such an amount of money, more than they did before, that would be a very interesting stat.

If the average student gets an extra \$10 above inflation for certain kinds of costs, for instance, the ones I was just asking about in terms of the \$116-a-week figure you mentioned, that would be interesting to know. I do not necessarily want

it right at the moment, but if you have some of it, that would be great.

Hon. Mrs. McLeod: What we have at hand, I am not sure how much of it—I know we have to take the votes very shortly. There is a variety of statistics that bear on your question we have at hand that we could read into the record now or could provide later, because we have the change in the maximum grant per student, we have the change in the maximum loan per student and we have the change in the personal living allowance, all of which we could show in percentage terms.

1750

Mr. R. F. Johnston: That would be the kind of breakdown I would really like to see and I would also like to see the average actual grant, the actual loan, any of those kinds of things that can give us a better idea of where the 34 per cent actually has gone in terms of priorities. I am sorry, but I was not clear about that.

Hon. Mrs. McLeod: I indicated in an earlier session that I thought the information about the support to sole-support parents being primarily through grant participation, rather than through loan participation, was an important aspect of the program improvement to look at. It is a very large question, but if you would like me to provide you with some of those facts that we have at hand, I will.

Mr. R. F. Johnston: I am just presuming the Ontario student assistance program is going to be a major matter of debate for us over the next year or two. When you finish, your review, or incrementally make changes, we will have a chance to debate this. I would like to understand better the premises on which the arbitrary decisions, which you say are necessary in this matter, are being made. If we have to come down to debate about arbitrariness, then we can maybe do it on relative arbitrariness in some fashion or other.

Hon. Mrs. McLeod: As we continue to make improvements on historical realities.

Mr. R. F. Johnston: Whatever.

Mr. Chairman: Mrs. Cunningham, earlier the committee agreed that while we were going through votes 701, 702, 703 and 704, towards the end we could go back and ask any questions on any subject. We are getting very close to the end. You indicated you had a question. Feel free to ask any question you wish related to the minister's responsibility.

Mrs. Cunningham: Mine is at page 73 of the estimates. We are now looking at vote 703. I am looking at "Transfer Payments—Grants for Capi-

tal Projects." If it has been asked, please advise me.

It is a concern I have for the amount of dollars that are being set aside or allocated to the colleges for capital, given the expectations of the new technology and given the expectations, some of which we talked about today, of students not living at home, as we had expected, but living close to the college. It is about students having to study often at the college, so there is a lack of study space.

At least in four of the colleges, there is not a lot of space for teacher-student consultation, which is more prevalent nowadays. Also, in all fairness, we look at some of the colleges that are not using some recommended 80 per cent of the seating space capacity in the lecture theatres or classrooms; there are some colleges that fall short of that. I think that was a recommendation you looked at in a report that was commissioned some time in 1985 or 1986; the more recent one I have looked at anyway.

Given the expectations, I really think you are probably just as concerned as we are about the lack of capital dollars that have been provided not only for this year, but certainly in the projections for the next three years, given the pattern of some \$10 million for a new or general allocation across the board. Most of the money that is being spent this year in capital is to complete previous projects. On this particular note, as I read it today, I think we are looking at some \$20 million to \$24 million for the starting of new projects. Over the three years, I think you announced some \$129 million to be committed to the colleges—we are just talking about colleges here—from 1988-89 to 1991-92.

My tremendous concern is that in the next three years we are probably looking at some—to be fair, in my mathematics—\$35 million for new projects, and that is all. Yet on this particular note we talk about a request for \$116 million for 20 projects in 1988. Last year's request, I think, was \$79.5 million. It is just, in my opinion, a tremendous underfunding for capital.

I am wondering if there is going to be some realignment of the projections or whether this is of concern to the minister as well as, certainly, to many of the students and faculty members at the colleges across the province.

Hon. Mrs. McLeod: It is a concern, and we have done some analysis of the capital budget in past sessions. Perhaps, just as a general summary, we have not at any point claimed that the capital funds we have allocated can deal with all the needs at one time. We have always indicated

there is a long-standing legacy of capital needs, and that is a simple reality.

That is not to attempt to go back and cast blame on earlier times, but there simply is that legacy. There was a long period of time in which funds were not available for significant capital projects in either the universities or the colleges sector. We recognize there are a number of needs. This is a substantially increased capital budget from the time the government took office. There clearly are a large number of needs in the university sector as well, with tremendous demands for increased levels of enrolment.

We are attempting to meet those needs that the college system has identified on a priority basis. The amount of money that is available for new projects in any given year will, of course, depend upon the level of funding that had to be provided for the projects that were approved in a previous year.

One of the reasons there is a very high commitment of funds to both the college and university sectors for ongoing projects is that there was a concern to bring as many projects on stream as early as possible in this funding program. The other reason there is less money for new projects is that we believe it is important in both sectors to commit a given amount of money that goes as an allocation to each institution, so that it can carry out its particular renovation projects. The new projects are those major new capital projects.

Certainly, there are ongoing needs. The colleges identify those to us, as do the universities, on an annual basis. We will continue to address them on a priority basis as well as we are able.

Mrs. Cunningham: I suppose then that the chief question is, if you are looking at the announcement, your intent, taking us through to 1991-92, I believe—

Hon. Mrs. McLeod: Yes.

Mrs. Cunningham: We are sitting here in 1988 right now, and more and more, the tremendous capital needs funding has been brought to our attention. I am now talking about renovation and I am talking about room for the new technologies that are so important. I guess my concern would be that you would look at that number again.

Let's face it. We are sitting here in opposition and you know and we know that more money is required, probably more now than there was even 10 years ago because of the ageing facilities—there is no doubt in our minds—and the changing needs.

Hon. Mrs. McLeod: I would not argue that the needs exist, nor have I attempted to, but we are not just talking about 10 years ago. In 1985, the capital budget for colleges alone was \$17,963.

Interjection: Seventeen million.

Hon. Mrs. McLeod: I am sorry; \$17 million.

Mrs. Cunningham: In 1984, it was \$36.6 million; in 1983, it was \$26.6 million; in 1982-83, it was \$48.3 million, so we could have a nice argument here; I am not interested in that. Even then it was not enough; we admit it.

It is becoming more difficult because of the ageing facilities and the tremendous demands we are making on the colleges. I think it is terrific. I consider this to be one of the priority ministries of this province and I do not think any of us should be sitting back and saying, "We know we are underfunded and we plan to be underfunded for the next three years." It may be easier for me to make those remarks than yourself, minister. I am just telling you I intend to do so, but I hope you would also say there is probably some room for negotiations in the next couple of years over the capital.

Hon. Mrs. McLeod: My simple comment would be that at the current level, the almost doubling in the college sector and significantly beyond that in the university sector, and the commitment to maintain it at that level of funding so that we can address the needs on a priority basis year by year over the next few years, and in addition the \$10-million allocation to meet the immediate short-term needs of the universities, are a significant commitment to address those needs, one we are clearly committed to maintaining.

Mrs. Cunningham: And the one that has been ongoing for the last decade, the \$10 million? The \$30 million or \$40 million in the next three years will not begin to help us at all. I am only saying it is critical for the colleges. I am trying just to speak to colleges. I could do the same thing for universities.

I thank you for your comments. I think I understand your intent.

Mr. Chairman: Members of the committee—

Mr. R. F. Johnston: Do we have to stop now?

Mr. Chairman: I thought we agreed.

Mr. R. F. Johnston: We will have to do everything else by order paper question.

Mr. Chairman: I am just checking whether there is still the consensus to conduct the vote on

the estimates despite the fact we have 24 minutes left.

Interjection: Yes.

Mr. Chairman: Okay, then we will proceed with the votes.

Votes 701 to 704, inclusive, agreed to.

Mr. Chairman: This completes consideration of the 1988-89 estimates of the Ministry of Colleges and Universities. Shall I report the estimates to the House? Agreed.

Hon. Mrs. McLeod: May I take the liberty of thanking the members of the committee for their very real interest in post-secondary education. Obviously, it is an interest that I share and I have actually enjoyed the conversations.

Mr. R. F. Johnston: Great thanks to the staff for their wonderful participation in the process.

Mr. Chairman: On behalf of the entire committee, I would like to thank the minister for being here, and for the style, for your co-operation. I think everyone has appreciated the promptness with which you responded the following day with printed information and verbal answers in each case.

Our committee will be meeting back in room 151 on Thursday. We will begin the estimates of the office of the Office Responsible for Senior Citizens Affairs.

The committee adjourned at 6:03 p.m.

CONTENTS**Tuesday, November 15, 1988**

Estimates, Ministry of Colleges and Universities	
Adjournment	S-321

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Neumann, David E. (Brantford L)**Vice-Chairman:** O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitution:

Cooke, David R. (Kitchener L) for Mrs. O'Neill

Clerk: Decker, Todd**Witnesses:****From the Ministry of Colleges and Universities:**

McLeod, Hon. Lyn, Minister of Colleges and Universities (Fort William L)

Brzustowski, Dr. Thomas A., Deputy Minister

Benson, Dr. Ralph, Assistant Deputy Minister, Colleges and Student Support

Poirier, Lionel J., Executive Co-ordinator, Francophone Affairs

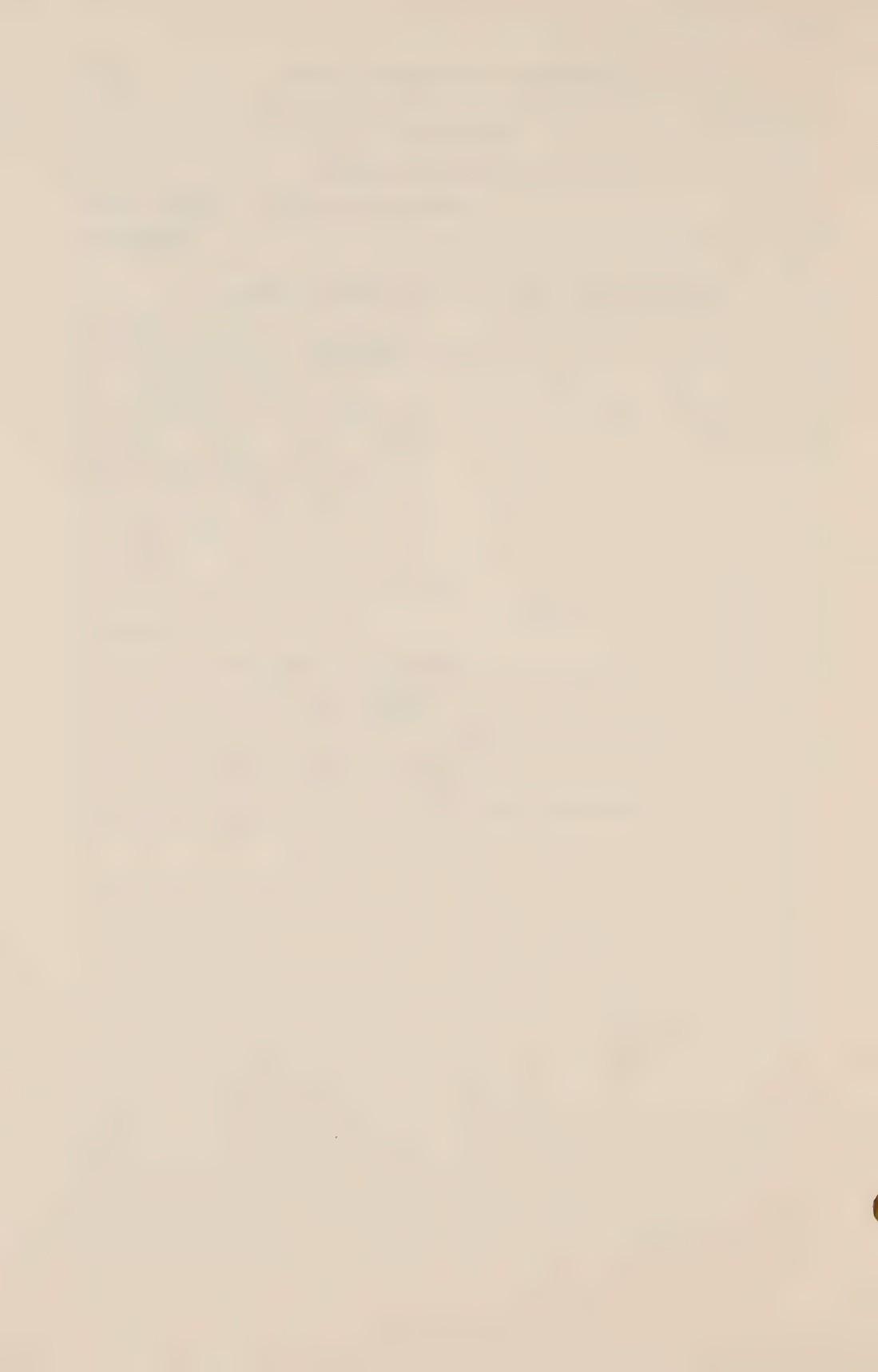
Wright, Peter J., Director, College Affairs Branch

Kleiman, Richard, Director, Student Awards Branch

Morin, Gilles E., Parliamentary Assistant to the Minister of Colleges and

Universities (Carleton East L)







CADON
XC12
- 577

Government
Publications

No. S-13

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Office for Senior Citizens' Affairs

First Session, 34th Parliament
Thursday, November 17, 1988



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, November 17, 1988

The committee met at 3:47 p.m. in room 151.

ESTIMATES, OFFICE FOR SENIOR CITIZENS' AFFAIRS

Mr. Chairman: I call the meeting of the standing committee on social development to order, and I call the estimates of the Office for Senior Citizens' Affairs.

We are here to hear a presentation from the Minister without Portfolio responsible for senior citizens' affairs (Mrs. Wilson). We will then entertain responses from the opposition critics, and from there we will move on to general discussion on the estimates of the Office for Senior Citizens' Affairs, which will take the form of a number of questions and answers over several afternoons. We have a total of 10 hours to deal with this ministry.

Ms. Bryden: On a point of order, Mr. Chairman: I would just like to suggest that we should have an agreement that we restrain ourselves from having very long questions and answers on one single subject, and that we attempt to have one question, perhaps from each party, and then move on to another subject so that we cover as many subjects as possible.

Of course, I hope the members of the government party will realize that this is the opposition's opportunity to get information, and that therefore opposition members should get as much time as they consider necessary for a fair presentation of the various points of view.

We should also perhaps limit ourselves somewhat in our leadoff statements and responses so that we get to the individual questions as soon as possible, because for the opposition that is the object of estimates, to find out what is going on in the ministry because we are not part of the government caucus.

Mr. Chairman: I thank you for your comments. We followed that general procedure in dealing with the estimates of the Ministry of Colleges and Universities, so the committee is used to the procedure. The minister informs me that her presentation is about 40 minutes. If we could ask the opposition spokesmen to restrict themselves to 40 minutes or less, then that would allow the committee very quickly to get into the question-and-answer period.

Mrs. Cunningham: Can I just have a moment to talk to my colleague?

Mr. Daigeler: Yes. Mr. Daigeler.

Mr. Daigeler: As I indicated when we had the estimates of Mrs. McLeod, I think there is no difficulty with rotating; I think that is quite appropriate. But I want the record to show that I do not agree with the definition of the work of the committee put forward by Ms. Bryden.

All members of the committee—that is why we have a committee—have a right and a responsibility to look at the work of the ministry. The work of the committee is not just there for the opposition. It is for all members of the committee and I think all members should exercise that right and that responsibility to review the work of the particular ministry that is brought to the attention of the committee.

While I have no difficulty with restraining one's answers and questions and rotating, I want to underline very strongly and very carefully that each member of this committee, including those on the government side, has a right and a responsibility to take part in the work of the committee.

1550

Mr. Chairman: I think that is well understood. The rules do state that the chairman shall give preference in the first item on general office to the statements from the opposition. That is why the opposition critics have the leadoff opportunity. The minister then gets a chance to respond to that. Following that initial procedure, where we hear the two opposition statements and, probably not until next week, the minister's response to them, we will go on a rotation basis starting with the official opposition, the third party and the government party.

Ms. Bryden: Mr. Chairman, I am not sure whether strict rotation is really fair because of the difference in numbers, which gives the opposition much less opportunity to ask questions.

Mr. Chairman: I meant rotation by party, Ms. Bryden.

Ms. Bryden: Okay. We will see how it works out.

Mr. Adams: We would never get our fair share, Mr. Chairman.

Mr. Chairman: Why do we not proceed? Then we will spend less time discussing procedure and more time on the substance of the matter.

Mrs. Cunningham: Fine, Mr. Chairman. We will discuss. You proceed.

Mr. Chairman: At this time, I would like to call upon the minister, the Honourable Mavis Wilson, to make the opening statement on behalf of the ministry.

Hon. Mrs. Wilson: I would like to preface my statement today with a few introductory remarks.

This is my first opportunity as minister to share with you the activities of the Office for Senior Citizens' Affairs and our efforts on behalf of seniors. Since the last estimates review, I believe we have made significant progress towards our goal of enhancing the lives of senior citizens in Ontario and I look forward to discussing that progress with you.

I would like to introduce to you Glen Heagle, my special adviser. Mr. Heagle and other staff members, who will be introduced as we proceed, will assist me in providing you with a detailed account of the activities of our office.

I would also like to introduce Ivy St. Lawrence, chairman of the Ontario Advisory Council on Senior Citizens, who will be with us today. She provides me with informed and valuable advice on behalf of the council. Thank you for coming today.

I will begin the statement by describing the challenge of our work at the Office for Senior Citizens' Affairs.

There are now more than one million people in Ontario who are over the age of 65. This figure represents about 11 per cent of the population. By the turn of the century, the number of senior citizens will increase to 1.4 million or 14 per cent of the population. When the baby boom generation has reached age 65 in the year 2030, it will represent approximately 23 per cent of Ontario's population. This growth in the absolute number of seniors and their increasing longevity will have a significant impact on the government's programs for the elderly.

Our current annual expenditures on services for seniors now involve approximately \$5 billion or 14 per cent of the provincial budget. While the majority of these expenditures are in the areas of health and social services, this figure also includes other program costs.

As we move towards the next century, it is clear that we must ensure that appropriate services are available to the elderly, and we must also be fiscally responsible. A balance of these

twin concerns can only be achieved through consultation, careful planning, co-ordinated effort and a clear perception of our goals.

In addressing the important challenge before us, I also believe that a commitment to providing an appropriate range of choices for Ontario's seniors must be at the forefront of our planning for their and for our futures.

Before I set out in detail the status of our present work, I would like to outline my mandate and suggest some of the ways in which it addresses the challenges we have accepted.

The minister for senior citizens' affairs is responsible for strategic planning, for developing specific policy initiatives and for policy co-ordination. In addition, I am responsible for providing information to seniors, to those who work with seniors and to my colleagues in government. My office also shares with the Office for Disabled Persons the responsibility for the access fund.

In fulfilling my responsibilities, I act as an advocate for seniors and their concerns both within and outside government. In order to represent the elderly properly, I make it a priority to meet with seniors and their organizations. First, I seek the advice of seniors themselves. To do this, I go out to talk with the elderly in their own communities. During these visits I listen to the views of individuals and learn about the issues that concern them most.

I also have the benefit of the Ontario Advisory Council on Senior Citizens, whose 16 members provide me with information and advice about seniors' issues. The council has produced a number of important reports, the most recent of which is *The Freedom to Move is Life Itself*, undertaken in conjunction with the Ontario Advisory Council for Disabled Persons. This report outlines the transportation needs of the elderly and the disabled.

Over the past year, I have been meeting and talking with all the major seniors' organizations, including the United Senior Citizens of Ontario, a group that represents over 1,100 seniors' groups in the province, the Ontario Coalition of Senior Citizens' Organizations and the Canadian Council of Retirees, to mention only a few.

I also regularly discuss seniors' issues with provincial service providers and professional and special interest groups such as the Ontario Association of Visiting Homemakers Services, the Ontario Nursing Home Association, the Ontario Association of Non-Profit Homes and Services for Seniors, the Concerned Friends of Ontario Citizens in Care Facilities, the Ontario

Gerontology Association and the Ontario University Coalition for Education in Health Care for the Elderly.

These consultations, both formal and informal, help me to identify seniors' issues and ensure that my representation to government accurately reflects the concerns of the elderly population of Ontario.

As minister for senior citizens' affairs, I review the impact of the full range of government programs on the elderly and work with my colleagues to ensure that these programs are responsive to their needs. Within government, there are in fact 18 ministries whose work directly concerns the lives of seniors. Working closely with these ministries is essential to reaching our common goals. Indeed, my office is presently working with the ministries of Health, Community and Social Services, Housing, Municipal Affairs, Consumer and Commercial Relations, Tourism and Recreation, Transportation and the Attorney General on a variety of issues that concern senior citizens.

I would like to emphasize our commitment to providing appropriate choices for seniors by ensuring an ongoing balance and dialogue between seniors and the government that works on their behalf. This dialogue is crucial if we are to be responsive to the real needs of the elderly of this province.

During the early part of the 1970s, Ontario introduced many worthwhile services and programs for seniors. However, by the 1980s it had become clear that new needs were emerging with the changing demographics and there was at that time no overall plan for services for seniors.

I believe you are familiar with A New Agenda, the white paper that initiated our work. This document is a statement of the government's commitment to health and social services for senior citizens. Its principles have shaped our work to date and will continue to guide us in the years ahead. The release of A New Agenda on June 2, 1986, represented our recognition of the need for a strategic approach to health and social services for the senior citizens of Ontario.

1600

This government's goal is to develop a comprehensive system of services for Ontario's senior citizens based on two general principles. First, we want to improve the quality of life for seniors, both in the community and in care facilities. Second, we are committed to providing services that will allow the elderly to remain in their own homes and communities. In

following these principles, we must of course remain fiscally responsible.

Towards these objectives, A New Agenda sets out a broad plan based on the following five health and social service strategies, all of which seek to extend the range of choices available to the elderly.

These strategies are (1) to improve the health and functional status of the elderly; (2) to help maintain the frail elderly in the community; (3) to enhance geriatric hospital care; (4) to ensure high-quality, long-term care for those who cannot continue to live independently in the community; (5) to introduce comprehensive planning and management of health and social services for the elderly at both the provincial and local levels.

These are long-range goals and clearly we cannot reach them overnight, but I believe the government has made progress. I would like to continue by highlighting some of the most visible signs of this progress since our last estimates review.

First, to improve the health and functional status of the elderly, this government has begun to put greater emphasis on educating the public, professionals, and seniors themselves about ageing.

To encourage individuals to take greater responsibility for their health, we have introduced a series of health promotion and illness prevention initiatives. These include a health promotion grants program and a campaign to promote healthy lifestyles among all age groups. Seniors are one of the target groups for these initiatives and this year a number of health promotion projects for this age group have been funded.

To enhance the quality of care of seniors now and in the future, we have sought to improve geriatric and gerontological education. I would like to take a moment to describe the context of this important initiative and our achievement.

As you are aware, the health care needs of the elderly may be quite different from those of younger people and do not always fit the standard model of diagnosis and treatment. To ensure these special needs are met, we must not only have sufficient geriatric and gerontological specialists, but we must also provide appropriate basic and continuing education programs in all disciplines serving the elderly.

Our first step—a joint initiative of my office and the Ministry of Colleges and Universities—was establishing the Educational Centre in Health and Aging at McMaster University, the

only multidisciplinary centre for geriatrics and gerontology in Canada. The Educational Centre in Health and Aging at McMaster University provides leadership in innovative and multidisciplinary approaches to the education of students and practising care providers.

The centre's goals are to increase the number of skilled professionals who are committed to providing excellent care for seniors and to develop effective collaborative approaches to education in ageing and health. This centre is now expanding its clinical teaching steps into the community, giving students a more comprehensive exposure to the elderly and their needs in a variety of settings.

We are presently working with the ministries of Health and Colleges and Universities to develop further initiatives in geriatric and gerontological education.

Furthermore, as we recognize that health and functional status are also based on the image and self-image of the elderly in our society, the Ministry of Community and Social Services has established the steering committee on public education and volunteerism. This important committee has reached out to health care professionals, the business and advertising communities, school children, the public as a whole and seniors themselves to promote more positive attitudes to the elderly and to ageing.

In addition, the Ministry of Tourism and Recreation is implementing a series of initiatives over three years to assist older adults in planning for their retirement and to increase the range of recreational activities available to them.

Second, in order to assist the frail elderly to remain in their own homes and communities and avoid unnecessary institutionalization, the government has supported the expansion and enhancement of community support services. This expansion has addressed an area of service that was extremely underdeveloped and is one of the most important elements in our overall planning for the elderly.

There are a number of components in our recent expansion and enhancement of services which assist elderly persons to remain in their own homes.

We have introduced the integrated homemaker program in 18 communities within the last two years, well ahead of the original six- to seven-year implementation plan. The integrated homemaker program has been well received and successful. In fact, it has been so successful that the demand for the program has exceeded our

expectations and has put additional pressure on the budget.

In addition, the government has increased and enriched funding for the home support program from an original estimate of \$5.6 million in 1985 to \$49.9 million this fiscal year. The home support program involves essential services such as Meals on Wheels, transportation, respite care, home help, friendly visiting and crisis intervention.

For many seniors, the assistance that they receive from the home support program is the determining factor in their continued independence. For example, you can well imagine the importance of Meals on Wheels providing nutritious meals to a frail senior who lives alone and may have difficulty preparing meals.

The increase in home support services also includes an allocation to develop and expand home support services for Indians and native people, francophones and elderly persons living in isolated areas of the province.

Funding has also been allocated to purchase vans and provide operating funding for volunteer transportation services. Transportation is essential to the continued mobility, and thus independence, of our senior citizens.

In addition, part of this home support service funding has been targeted at the development of Alzheimer support services. Day programs, in-home relief services, counselling and training and the development of residential care alternatives provide important and much-needed assistance to Alzheimer patients, their care givers and their families.

Furthermore, the government has funded 53 new elderly persons centres in the last two years. Elderly persons centres are focal points in the community to which seniors bring their time and talents to engage in social, recreational and cultural programs. These centres are also among the primary providers of home support services in many communities.

This year, we have announced that an additional 25 new centres will be phased in, and at the same time, we have doubled the ceiling on operating funding for all centres. These new centres will be encouraged to place particular emphasis on health maintenance.

The government has also announced eight new community health projects for the elderly this year which will be offered in community centres in Toronto and Ottawa. These programs will focus on healthy lifestyles, nutrition education and other aspects of health education and counselling.

Since we first started this initiative in January 1986, we have increased expenditures for home support services for the elderly by approximately \$90 million. They are dollars that make a significant contribution to maintaining the health and independence of senior citizens in communities throughout Ontario.

Third, to enhance geriatric care, we have been developing regional geriatric programs. These programs will serve elderly persons who have multiple problems resulting from complex and chronic conditions.

The intent of the regional geriatric programs is to bring together a team of professionals to assess and treat these elderly patients. Typically, such teams would include geriatricians, nurses, social workers, occupational therapists and physiotherapists. By pooling their knowledge and abilities, this multidisciplinary team will determine the best treatment for a patient, either in a community setting or in a hospital. Their goal is to avoid unnecessary institutionalization and maximize the patient's potential for independence.

Each of the five health centres now offers some geriatric services. The regional geriatric programs in the centres in Hamilton and Ottawa, initiated by the previous government, are now fully established. Proposals for programs at the three other health sciences centres are presently under development. We are finalizing a phased-in plan for the regional geriatric program in Metro Toronto. The proposals for London and Kingston are now being refined by the district health councils, the Ministry of Health and their local teaching hospitals.

1610

Fourth, for seniors who can no longer live independently in the community, we have taken a number of steps to ensure the availability of high-quality, long-term care, pending the development of new extended care legislation. This has meant that the Nursing Homes Act has been amended to include a residents' bill of rights and that funding has been provided for additional staffing in nursing homes for quality-of-life enhancements for the residents. We have also increased funding for homes for the aged.

We have increased the number of nursing home beds by 800 in the past two years. As you know, this government's policy is to place particular emphasis on the provision of beds in the nonprofit sector. In fact, 68 per cent of beds awarded in the past two years have been sponsored by nonprofit groups.

We will also be encouraging proposals from multicultural groups for nursing home beds

which will meet the needs of ethnic seniors. An implementation plan for 600 new nursing home beds is now being developed which will supplement the existing multicultural beds which are provided primarily by charitable homes for the aged.

Our fifth strategy is to introduce comprehensive planning and management of health and social services for the elderly at both the provincial and the local level. I will discuss this strategy shortly, as it is reflected in the specific policy initiatives undertaken by my office. These initiatives relate directly to A New Agenda. The government has also put in place a number of other important initiatives which bear directly on the lives of Ontario's elderly.

We have increased the annual property tax grant for seniors from \$500 to \$600.

In the housing area, we have committed approximately 4,000 nonprofit housing units for seniors over the past two years.

To meet the transportation needs of the elderly, we have enriched funding to increase the availability and accessibility of transportation, particularly for those seniors in rural areas. On June 1, 1988, the Minister of Transportation (Mr. Fulton) announced details of a \$50-million increase in funding to enhance special transit services for the disabled, many of whom are elderly. This ministry has also initiated an accessible taxi program which will help to ensure freedom of mobility for all residents of Ontario.

The Ministry of Health has begun to expand its assistive devices program to make persons of all ages eligible for assistance. This program will ultimately cover 75 per cent of the cost of approved medical devices such as prostheses, respiratory equipment and mobility aids and, when fully implemented, will assist many seniors.

These initiatives all reflect our commitment to the central principles outlined in A New Agenda and have helped to broaden the range of choices available to our elderly. They also mark our steady progress towards a comprehensive and co-ordinated system of services for the seniors of the next century.

These are the initiatives which have been undertaken by this government as a whole. I will now turn to the details of the specific policy and program initiatives for which the Office for Senior Citizens' Affairs has lead responsibility.

The first is one-stop access, an integrated approach to the delivery of community services to the elderly.

You will recall the five strategies outlined in A New Agenda. The one-stop access approach addresses two of these strategies: to assist the elderly to remain in the community and to encourage comprehensive planning and management at the local level.

The specific objectives of the pilot projects are to test methods of management and delivery of health and social services for seniors and the disabled and to devolve responsibility for these services to the local community where their needs can be most directly served.

One-stop access will do the leg work for seniors. Through a single phone call, a senior citizen may explain his or her needs. In most instances, a case worker will then contact the senior at home, discuss needs and resources, make an assessment, develop a plan and arrange for the necessary services, be they Meals on Wheels, therapy, a friendly visitor or, if necessary, crisis intervention. That case worker will continue to work with that senior for as long as the services are required.

The first-phase pilot sites include Huron county, Waterloo region and the district of Cochrane. The second-phase sites include East York in Metropolitan Toronto and the five eastern counties.

Since we announced the sites for the pilot projects in 1987, there has been extensive local consultation involving seniors, service providers and other concerned members of the community to discuss how best to develop one-stop access. At present, each of the proposals is at a different stage of development.

The pilot projects will be thoroughly evaluated. We will be asking a neutral party to develop an evaluation the results of which will help us assess this integrated approach to the delivery of health and social services for the elderly.

Although our primary goal is to maintain seniors in the community, we also recognize that a small group of seniors have needs that can only be met in an institutional setting. Therefore, we want to ensure that these persons receive appropriate and high-quality long-term care.

Thus, our second major area of concern at the Office for Senior Citizens' Affairs is the development of new extended care legislation.

As you are aware, extended care is an insured service of the Ontario health insurance plan provided to residents of nursing homes and homes for the aged who require a minimum of 90 minutes of direct nursing and personal care per day. In Ontario, there are now approximately

45,000 extended care beds in nursing homes, municipal and charitable homes for the aged.

This government inherited the extended care legislation that was first introduced in 1972. The program currently involves three distinct acts which are the Nursing Homes Act, the Homes for the Aged and Rest Homes Act, and the Charitable Institutions Act, under two ministries, the Ministry of Health and the Ministry of Community and Social Services. My intention is to develop a single, improved act which will apply to all providers.

Given the wide range of interest in this issue, we have made the greatest possible effort to understand these different points of view. Submissions were requested from more than 100 interested groups and, to date, 76 organizations have made their views known to us. This consultation process has required time for each group to consider its position carefully. To assist in considering the issues involved in this new legislation and to provide me with advice, an advisory committee was appointed.

As you are no doubt aware, the Ontario Nursing Home Association launched a legal suit against the government of Ontario in June, regarding the funding of nursing homes, and I will complete now, for the honourable member, the question that I was not able to complete in the House today. As a result of that legal suit, all activities associated with the rationalization of extended care are on hold pending the resolution of the litigation.

Prior to the suit, however, we successfully completed an important component of our work on extended care, the Price Waterhouse/Medicus Study of Care Requirements.

As you know, a vital part of the policy development is thorough research. New extended care legislation must be based on a comprehensive knowledge of the needs of long-term-care residents.

Prior to our study, there were conflicting views of long-term care facilities. For example, there was a general perception that there are many people in these institutions who might be better served in other settings. On the other hand, for a number of years, providers had reported that new entrants to extended care facilities were frailer, older and needed more care than earlier entrants, resulting in a significant heavy care population in their homes. In fact, there were no reliable data regarding the needs of the residents in the extended care program.

As a first step in determining the requirements of nursing home and homes-for-the-aged residents, my office commissioned a study of the basic care needs of extended care residents.

The objectives of this study were to identify the average amount of direct personal and nursing care required by the extended care population. Representatives from the Ontario Association of Non-Profit Homes and Services for Seniors, formerly the Ontario Association of Homes for the Aged, the Ontario Nursing Home Association, as well as the ministries of Health and Community and Social Services, assisted us in guiding this study.

To ensure objectivity, independent consultants were contracted to carry out the study. They were instructed to assess the residents, to identify the average amount of direct care required and to provide us with a full database suitable for further analysis.

In March of this year, the study was released. The consultants reported that: (1) the average amount of direct personal and nursing care required was 102 minutes per day for the total sample; and (2) there was no statistically significant difference in the amount of direct care required by extended care residents in homes for the aged and those in nursing homes.

Our analysis of the database provided by the consultants also indicated that: (1) 17 per cent of the total sample of residents required at least three hours of direct care per day; (2) 55 per cent of the total sample of residents needed less than 90 minutes of care per day, which is the minimum eligibility requirement for the program, and (3) the remaining 28 per cent of the total sample of residents required between 90 minutes and three hours of care per day.

The Study of Care Requirements, the first of its kind in this province, has provided fundamental information which is significant not only to our extended care initiative, but also to the future development of long-term care policy as a whole.

Our third undertaking is the development of options to ensure adequate standards of care in rest and retirement homes.

There has been some public concern about the provision of care for residents in rest and retirement homes and there are a number of outstanding issues in this area. My office has begun the necessary work. From the beginning, we realized that this is a very complex issue on which there are very different views.

The terms "rest home" and "retirement home" refer to a variety of residential settings operating primarily in the private sector. These residences

range from small family-oriented homes to large, luxury facilities.

Historically, regulation of rest and retirement homes has been seen as a municipal responsibility. While a few municipalities have introduced bylaws which attempt to regulate care in rest homes, it is not clear whether they have the legal authority to establish standards of care.

There was an absence of data on rest and retirement homes. We did not know how many homes there were, where they were located, who lived in them and what kind of care the residents received. Therefore, my office undertook a province-wide inventory and survey of rest and retirement homes. We are now preparing the survey findings for publication.

In addressing this issue, we are also working in co-operation with other ministries and engaging in public consultation. To date, more than 70 briefs have been submitted. In addition, an advisory committee with wide-ranging expertise has provided me with advice on different approaches to ensuring adequate and appropriate care in the rest and retirement home sector. This advisory committee plans to submit its report in the spring.

Thus far in my remarks I have outlined the government's program initiatives in health and social services for seniors, as well as the progress made by my office in the specific policy initiatives assigned to me.

As you can see, our work is manifested in two ways. Directly, through our specific policy initiatives, we seek to enhance the quality of seniors' lives. Indirectly, our work influences the course of government-wide program initiatives which affect the lives of senior citizens.

A further dimension of our work involves our information services for seniors, our involvement in multicultural initiatives, the co-responsibility for the access fund, the sponsorship of research and the presentation of public seminars for senior citizens.

The availability of information is essential to making services accessible to the elderly. My office provides information and referrals for seniors and those who work with seniors through our telephone and drop-in services. We also publish the Directory of Accommodation for Seniors in Ontario and the Guide for Senior Citizens. With the assistance of our information unit, which receives over 1,200 telephone and walk-in inquiries each month, seniors are finding it easier to get the information they need.

We are also working on a number of projects which consider the needs of seniors in our

multicultural society. Specifically, we have begun to address this issue by supporting the research and publication of a literature review, entitled *Ethnicity and Aging*, by Dr. Milada Disman of the University of Toronto. With the support of the Ministry of Citizenship, we will also be publishing the Guide for Senior Citizens in Chinese, Italian and Portuguese, extending its current availability in French and English.

In addition, the Ontario Advisory Council on Senior Citizens, with the assistance of the Ministry of Citizenship, is conducting a series of public discussions throughout Ontario on the subject of multiculturalism and ageing.

To ensure that community facilities in the province are more accessible, my office shares responsibility with the Office for Disabled Persons for the implementation of the access fund. The access fund is designed to help make community halls and meeting rooms fully accessible to seniors and disabled persons for their social and recreational activities.

The access fund provides matching grants of up to \$50,000 to non-profit groups for eligible renovations. To date, we have approved 138 such projects, which have included the addition of elevators, lifts, ramps and grab bars, as well as improvements to washroom facilities and entrances. Through this program, we look forward to continuing to make the community more accessible to seniors and disabled persons.

Recognizing that we must continue to broaden our knowledge of the elderly and ageing, my office also funds a number of research projects. I have mentioned the literature review, *Ethnicity and Aging*, which has recently been released by the University of Toronto. We have also supported the Ontario Gerontology Association in the publication of the Fact Book on Aging, which provides important statistics on Ontario's senior population. In addition, we are funding the evaluation of an intergenerational learning project in Toronto schools, and a project at Erindale College involving seniors' integration into the college system.

In closing, I would like to tell you about the most challenging component of our role. This involves our continuing efforts to encourage positive attitudes towards aging and the elderly. Most seniors live healthy, independent and productive lives. However, we live in a society which places great emphasis on youth—an emphasis which often clouds our perception of the elderly.

One of our most important functions is to promote a more realistic attitude towards ageing

and the elderly. Each June, which we designate as Senior Citizens Month in Ontario, we concentrate our year-round efforts to promote a positive image of the elderly and we honour senior citizens with our Senior Achievement Awards.

This year we have extended our 1988 theme for Senior Citizens Month—"Opportunity is Ageless"—to a series of regional seminars for seniors which are taking place throughout the province this fall and next spring.

The first seminar was held in Sault Ste. Marie last month. The next will be in Sudbury on November 29, in French for our francophone seniors, followed by Belleville, London, Fort Frances, Renfrew, and Toronto in the spring.

These day-long meetings include speakers, panel discussions, and workshops on a wide range of seniors' issues. They provide a public forum for the sharing of information and allow seniors to discuss the issues that most concern them.

If the success of the Sault Ste. Marie seminar is any indication, the forthcoming regional seminars will provide valuable opportunities for seniors to discuss their concerns among themselves and with me. I am convinced that such occasions are crucial to ensuring that our work remains responsive to the needs and preferences of the elderly.

As you can see, our work at the Office for Senior Citizens' Affairs reflects a holistic concern for the lives of our senior citizens. This concern ranges from long-term policy and planning to supporting and encouraging the participation of seniors in our society. We recognize that to live full and independent lives, we must all be given the opportunity to make choices. Our goal is to make these choices possible for the senior citizens of Ontario, now and in the future.

1630

Mr. Chairman: Thank you for your presentation.

At this time, it is normal for me to call upon the opposition critic. However, I understand there is an arrangement to allow the third party to go first. Is that correct?

Ms. Bryden: Yes. Mrs. Cunningham informed me that she has to catch a plane for a speaking engagement fairly shortly and that her comments will be quite brief. Certainly, we would not like to have to do without her comments this afternoon, so I have agreed to let her go first.

Mr. Chairman: That is very kind of you.

Mrs. Cunningham: I appreciate that very much.

My comments will be brief, and I would like to just introduce them in this way. I have been critic for the Office for Senior Citizens' Affairs for a very short period of time. It is an area that I am most interested in. My comments will probably seem somewhat negative after the very positive report delivered this afternoon by the minister which, in fact, I appreciate very much.

I will take the opportunity in the next couple of meetings and over a few hours, along with my colleagues and certainly members of the government, to ask questions and to further bring forth practical examples of some of our concerns.

So my statements will be very broad. They will be based on information that we get in our critic's position, and certainly as a member of the Conservative Party, from our constituents and from constituents of members of the government as well. So we will probably be somewhat critical and the minister will have an opportunity to respond to my remarks, probably on Tuesday afternoon. That is my understanding.

I will probably just diverge from my text at one point, as you did, because of my question in the House this afternoon, if you will allow me to do that.

I would like to start by saying that this year's estimates proceedings for senior citizens' affairs are particularly important since it is the first time in two years that we have sat down as a committee to review the ministry's policies, goals and directions as well as its proposed budget.

The Conservative Party is particularly concerned with the slow and minimal progress made by this ministry regarding the programs that represent the cornerstones of this government's overall policies for seniors in Ontario. I say that in spite of what was, I think, a very comprehensive delivery on behalf of the minister this afternoon, which I said before—and I will underline—we very much appreciate. It gives us an opportunity to learn from you, and where there is something positive to be said in the community, we will be the first ones out there saying it.

We are witnessing, however, delays in the implementation of funding for hearing devices, which we have talked about in the House this week; extended care legislation, which we talked about in the House today; expanded integrated homemaker programs; the establishment of a community-based support system, and our list

does go on. Many of these delays leave seniors, and those working in programs designed to service seniors, uncertain as to their future.

Program delays, lack of funding and the overall confusion as to which ministry is ultimately responsible for senior citizens' affairs in Ontario has led to a general uncertainty of this government's commitment to seniors' programs. Many of these shortfalls, however, are the direct result of a fundamental problem within the Office for Senior Citizens' Affairs. Over the past two years, it has consistently failed to implement promised programs, meet deadlines and address the needed co-ordination of services for seniors. We will be giving practical examples of that during our committee deliberations.

This office is responsible—and I quote from this year's estimates briefing report—"for the strategic planning and policy development activities to put in place a new policy framework for Ontario's seniors, as well as comprehensive planning and overall co-ordination of services for the elderly."

The more we hear from individuals involved in the seniors' service sector, along with seniors' advocacy groups, the more we hear about their anger and their frustration in dealing with this Liberal government and the many ministries involved.

They complain, and I quote from a letter that I received yesterday, that they are "constantly bounced around like a beach ball."

I am constantly asked which ministry is playing the lead role, which ministry really has the power to enact needed changes. Is it the Ministry of Community and Social Services, Health or that for senior citizens' affairs? That is a question that we must answer almost daily.

A number of people who have tried to raise their concerns or seek advice with regard to seniors' issues and services have informed me that the office is of no real help. They are told that much of what concerns them is not within the jurisdiction of the ministry and they are referred to the Ministry of Community and Social Services or the Ministry of Health or even the ministry responsible for disabled persons.

We could give you examples of where we have called the office and have been referred elsewhere. I think that is a problem for the minister, because of the complexity of many ministries being involved, as well as for myself as critic, and certainly if it is a problem for us, it is a problem for very many members of the public.

What has happened to the co-ordination between ministries promised three years ago?

The ministry of senior citizens' affairs has failed to live up to its most fundamental commitment and that is as advocate for seniors with the Liberal government and with the rest of the society which they serve.

We have already seen much reviewing and consulting from the ministry. In fact, the minister has just announced another round of consultations to take place this fall and next spring. We applaud those activities and we applaud public awareness programs and we applaud many of the programs that you have announced today.

But what is desperately needed, however, is a comprehensive, strategic policy framework for the implementation of seniors' services now, rationalizing a structure which still remains disjointed and inefficient, which would be our first criticism.

The most important and commendable task taken on by this ministry with its inception over three years ago is no nearer to success. In the white paper released over two years ago—a new agenda which we believe is still the recognized blueprint for this ministry's policy thrust—we were told the ministry would move to co-ordinate and rationalize all services for seniors with a special emphasis on the development of community-based services.

We are finding the public does not understand the activities that have taken place nor are they able to make the contacts they need to receive these community-based services in a number of instances. We will go into detail on Tuesday.

Yet, community services for seniors are currently delivered, as we stated before, through five different ministries under 16 acts and 25 programs. Nothing has been done to rationalize seniors' programs under one roof. The entire community support system is full of gaps, lack of co-ordination, overlaps and uneven availability of programs from municipality to municipality across the province. This is perhaps the most important issue for our discussion in this committee: the expansion and integration of community services.

The stated central theme to the government's white paper is assisting seniors to live active and independent lives in their own community. The three key initiatives were a new extended care act, regulation of rest homes and a one-stop-shopping approach to community services for seniors.

The government has failed to act adequately on any of these initiatives, although we do recognize the pilot projects for the one-stop-

shopping approach to community services for our seniors.

From the white paper came the announcement of these pilot projects and integrated homemaker programs. Since that time no new programs have been announced and funding for current pilot projects and programs is now uncertain. It is as if the white paper was never written. The government is falling behind in its own new agenda. There has been no movement beyond pilot projects and no co-ordinated planning of services.

The government must make the decision now whether it is committed to institutions or to home care programs. So far, it is apparent from funding schedules and movement from the ministry that institutions are still the major emphasis in this government's programming for seniors. I am sure it upsets you, Madam Minister, as much as it does me, when you hear from a family that cannot cope alone with an elderly family member. Often they have no other option but to institutionalize the family member because they do not qualify for any support services, or these services are simply not available in their particular community.

1640

What is needed is this blueprint on how Ontario might move away from a hospital-based system towards this community health approach and the willingness of this government to commit itself to a true change in direction. Homemaker services, which are the cornerstone of community services to seniors, are on the verge of collapsing in many of our communities. In fact, only last February several municipalities had to suspend the services temporarily due to lack of funds and people willing to work as homemakers. When is this government going to move on the recommendations made by the interministerial committee on visiting homemakers? It has been five months since the report was released and yet, regardless of the gravity of the situation, very little has been done to date.

My Progressive Conservative colleagues and I have received numerous letters from the Red Cross, the Victorian Order of Nurses and both profit and nonprofit homemaker services pleading a case of funding shortages and a lack of commitment from the government to maintain the type of services they provide to seniors. The province is failing to maintain the current number of homemakers and expansion is at a standstill. With the release of the Fram report, much of the public's attention has been directed to the abuse our seniors face daily in our society. We are

presently discussing that in many of our communities.

Inspections in nursing homes have become more slack, in spite of this awareness. While four aspects of each facility were formally examined by the nursing homes branch of the Ministry of Health, that is no longer the case today. Now, while inspections of the nursing and dietary services are still being conducted, ministry personnel have reported that the environmental inspections are delayed by staff shortages and inspections for fire safety are no longer conducted.

A research project, conducted by The Concerned Friends of Ontario Citizens in Care Facilities this past summer, found that many of the annual relicensing inspection reports were not available to the public at the Ministry of Health library. For 1987 alone, reports for 57 of the over 300 nursing homes in the province were missing. As of this July, reports for 1988 were available for only two homes. The ministry's Advisory Committee on Drug Utilization reported that our seniors are constantly overdrugged, with 80 per cent of admissions to hospital the result of misuse of drugs. How is this ministry monitoring these problems and what moves have been made to ensure that seniors are treated with the same respect and are given the same rights as other citizens?

There are many other remarks I would like to make at this time, but we will save them for the ongoing discussions. The one point I would like to make is that we are really in need of this new act that we discussed in the House today, and that is the extended care legislation. I understand, in fact, that you and the Minister of Health have told us that there is court or legal action. Well, when I was first elected last March, I came to this House with a very great concern about Lieutenant Governor's warrants, and I am sure all of you know what that was about.

I was told, first, it was the responsibility of the federal government and, second, there was court action, naturally, in order or in place. We continued to pursue that report because we were concerned about the safety of the public, and we were just as concerned about the effect this has on patients who truly deserve to have the opportunity of having a Lieutenant Governor's warrant for their rehabilitation. And so we pushed, and just last week, in spite of court action, you know and I know that a report was released with some 11 recommendations. That is the kind of action we need on this extended care legislation. Everyone knows how the court system works in our

province, and many of us ourselves are held up in cases with our own constituents and with family and friends that take three of four years. That legislation is very necessary.

Committees worked hard to make recommendations and it is something we will seriously be pushing for, in spite of the court actions. I just do not think that is a good enough excuse for the citizens of Ontario.

As you can see, we have raised many issues in our comments today, and perhaps in response, and as we proceed through these estimates for senior citizens' affairs, we will all have the opportunity to learn more and contribute to the work that all of us must do in order to provide the most essential services for the senior citizens in our province.

Ms. Bryden: It has certainly been a very interesting afternoon. We have touched on many, many subjects, and that brings home to us that we are dealing with over one million people in this province who are senior citizens. Therefore, we have a very big responsibility to see that their quality of life is maintained, that they are not left to live below the poverty line and that their ability to remain in their own homes as long as possible must be enhanced, because I think this is the desire of most senior citizens. It is in the light of those objectives that I think we should be judging the activities of the Minister without Portfolio responsible for senior citizens' affairs.

I would like to welcome the minister to the position. She is the second person in the job, but I think she might be able to recognize that the job would probably not have existed if there had not been a New Democratic Party-Liberal accord which brought this government into being in 1985 after there was a minority government situation and the change of government was effected by this NDP-Liberal accord, which they agreed on as an agenda for the first two years. A great deal of that agenda was carried out.

I would like to read to you the section in the accord that dealt with seniors. This was actually drafted by a joint committee of NDP and Liberal members, then signed by the two leaders. It said that within the two years they would agree to "reform of services for the elderly to provide alternatives to institutional care and a reform of the present nursing home licensing and inspection system." Those were the most pressing needs at that time for the elderly, and I think that was why a ministry was set up.

We have great hopes that the ministry will carry out that commitment to the full. It has not been carried out to the full yet with regard to the

nursing home licensing and inspection system. There is still a great deal of dissatisfaction with the supervision and operation of nursing homes and the care of patients within nursing homes, particularly profit-making nursing homes, because it just seems to go against the grain that the provision of nursing services to the elderly should be a matter for profit-making.

I notice that the ministry mentions that, in the last few years, 68 per cent of new nursing homes funded have been in the nonprofit sector, but what about the other 32 per cent? We should still be working to make all of them nonprofit. Too often we read in the paper that the owners of profit-making nursing homes have money to invest in all sorts of other businesses and use it as a source of investment capital in some cases, whereas the residents of the nursing homes are the ones who are shortchanged as far as the quality of the service that is provided is concerned.

We still have quite a way to go to implement the recommendation in the accord. The minister has certainly covered a great many areas, but it was really an election promise from the Liberal government that led to putting it into the accord, making sure there was some activity. We welcome the activity that has happened so far, but we feel there is a lot more to be done.

1650

I note that there is a large increase in the money allocated in the budget to the minister's office. In 1986-87 there was \$340,000, and in the present budget it is \$447,000, which is 58.5 per cent over last year's estimates. The organization chart for the ministry, which is in the book, as you will see, is a very simple and rather spare one which does not really tell us very much about what that \$447,000 is being spent on. I would like the minister to give us a much greater breakdown of the jobs that are provided within her ministry. In the spring of 1986 there were 23 employees in the ministry, in the spring of 1987 there were 43 and in June 1988 there were 40. It is almost the same as two years ago.

I think it would be useful for the committee if the minister were to supply members with a more detailed staff organization chart and more information on what persons in each position do, their job description, when they were hired, their rate of pay and what these various supervisory groups do, how they divide the work. For instance, according to the phone book, there is a policy and program development manager with a considerable staff under him or her, and then there is a strategic planning manager who also has quite a

considerable staff. In both cases they just designate the staff as policy analysts and project leaders. That really does not give us very much idea of what these people are doing, what they were hired to do and what we can expect in the way of the kind of work that is really going to be coming out of the ministry and not just coming out of the other departments of the government, which, the minister always tells us, do the implementing.

She has a staff there of 40 people, most of whom are policy analysts or project leaders, but we have not heard exactly what they do. That would be my first request, that she table in the committee next week the name, location, title, job description, contract terms, rate of pay and duration of appointment of these people who are listed in these categories. That is just to give us more of a handle on what is being done in the department.

Going on to some other topics, I think the key issue before us is whether your ministry is capable of implementing your goals with the resources available and with the co-operation that you may get from the other ministries. For instance, I think you mentioned that to implement the goals that you have set forth very well, you must have the co-operation of the Ministry of Health, the Ministry of Housing, the Ministry of Education, the Ministry of Community and Social Services, the Ministry of Consumer and Commercial Relations, the Ministry of Tourism and Recreation, the Ministry of Municipal Affairs and the Ministry of Transportation. You did not mention the Treasury, but I think the provincial Treasurer (Mr. R. F. Nixon) has a big hand also in how much money goes into the access fund, how much money goes into assistive devices and how much goes into capital for building new nursing homes or new chronic care beds.

You are a ministry that brings together other ministries, but if they are not too well aware of their need to fulfil your mandate and to see that seniors are not neglected in this province, then we can, I am afraid, look for continued delays in implementing your objectives. This is what is worrying a lot of people, that there are waiting lists for so many things: for integrated homemakers, for a variety of services that are needed to help seniors stay in their own homes. I think these waiting lists were reviewed in the House yesterday. There is just an endless number of them with waiting lists. Surely waiting lists mean that people are being underserviced. It means that seniors are having to wait two or three years

for a respite home or to get into a nonprofit nursing home. Even to get into the profit-making ones there are waiting lists.

For the government to say, "We do not have the money," indicates that it has not got the will, because it got over \$1 billion out of the new sales tax which it appears to have spent in other directions. It has increased taxes considerably in other areas as well. It has not increased the corporation taxes very much, but it has put additional taxes on most taxpayers in Ontario, including income tax increases, as well as a surtax. But we still do not seem to have enough money for looking after seniors and keeping them out of the poverty category, in which a great many of them are still suffering.

The sort of shortfalls that really bother me, and that I think affect a great many seniors, include first of all the dental program, which was promised in the 1985 election by the Liberals and in the 1987 election, but has not been implemented and is still being referred to another study committee. We have had study committees since about 1975 on this subject, and I think the advisory council has done a study on it as well. The thing is that if you deny dental services to seniors, they simply lose their teeth, they lose their health, they lose their ability to socialize with other people and they lose their self-respect and their dignity. Yet most of them cannot afford dental insurance programs and most of them have probably not had adequate dental care in the last number of years, because they could not afford it. I think this is something that should not be delayed any longer and I hope you will get moving on that.

I would like to draw to the minister's attention that the city of Toronto, as she knows, put in a pilot project dental program for seniors in which they provided both educational and preventive treatment to seniors who were in institutions or homes for the aged. There was a certain amount of service in one or two clinics, including one in my riding, for seniors who were in their own homes, but the pilot project ran out of money this year. The city of Toronto was paying the whole shot. It appeared that they were going to have to close down this dental clinic in my area that served people who were not in homes and that the other programs would be largely confined to preventive and educational work, which is necessary but still does not provide the actual working teeth that most seniors need.

1700

I would like to draw to the attention of the minister that the city of Toronto's health

department and city council examined the question of community-based geriatric dental clinics in the light of the pilot project after two or three years. They concluded that it was absolutely essential that the health department approve the establishment of four geriatric community-based dental clinics, one in each health area of the city. This was a recommendation that was sent to city council, but along with that recommendation was another that the first clinic be established as soon as possible in 1989 to replace the eastern dental geriatric pilot project that I mentioned and that the present pilot project be closed as soon as the new clinic was ready.

The third recommendation is that the provincial government be notified of this decision and its co-operation invited in providing this service within the city of Toronto, at least. Now, they do not want special preference. They would like a province-wide service, but they are simply speaking as the department of health and the city council for Toronto. Without provincial participation in the funding of geriatric dental clinics produced on a community-based basis and not on a private fee-for-service basis, you will not get adequate dental service for seniors. I think that is one of the greatest defects in our provincial program and shows that you do not really care about the health of seniors and their ability to socialize. That is one of the great areas where I would like to see more action.

The second one is the one-stop access, which is still only apparently in five pilot projects. I understood that when it was announced there were supposed to be six. Am I wrong on that?

Hon. Mrs. Wilson: There are five.

Ms. Bryden: There are just five. Certainly five are not enough. I do not know whether the minister is aware that a New Democrat member of the Legislature in 1986 had introduced what he called one-stop shopping. The minister, when they did start the idea, used almost the same wording, so they probably had read his bill. He submitted a private member's bill, which he called the Seniors' Independence Act, which would not only provide a sort of referral service, which is what mainly the five pilot projects are providing, but would provide a sort of one-stop centre where seniors could get not only referral but a certain number of services. It would be a community drop-in centre.

In introducing his bill, Mr. Warner said:

"The short title of the bill is the Seniors' Independence Act. It creates a framework for the provision of community-based support services for seniors and the integration of these services

with established programs and facilities. It is intended that the support services will give seniors greater independence and will prevent their unnecessary institutionalization by giving them access to programs that will assist them in carrying out day-to-day tasks."

That is his introductory note when the bill came in, but he said in his press release on April 29, 1986:

"We want to bring community services under a single roof so that seniors can have a complete range of services in one place and with one phone call, perhaps 1-800-SENIORS. New Democrats believe that seniors can be healthier and happier if they remain independent and a part of the community. Too many seniors lose their health and sense of dignity because they are institutionalized unnecessarily. My bill will assist them to find easily the help they need to remain independent and integrated with the community. The bill establishes community health and social service centres that would be integrated with local health facilities to provide support services and to co-ordinate existing community programs to eliminate gaps and duplication."

I think that is a far broader idea than the ministry's one-stop-access concept, which is really to set up a sort of small bureaucratic office, something you can phone and get some advice on where to go, but it is not a community drop-in place. There would be no programs originating from there and it would not necessarily be integrated with other community programs that do provide both recreational and educational services for seniors as well as assistance with problems. I think we have a long way to go on that program.

Another area where we feel there are great shortfalls, of course, is in the integrated home-maker program. Not only is it extended to too few municipalities yet, but the salaries being offered in both the public and the private sectors for people who work in this program are much too low, often just minimum wage. As a result, the quality of the people who are applying for the jobs is not as skilled as we would like to see, and the program does not work as well, because the government has not done anything about improving the minimum wage or offering training services for people who engage in these programs. I think we have a long way to go there.

At the present moment, as you know, home-makers are not available on request in many areas, except through a doctor recommending one when you come out of a hospital or have some special needs. The doctor is sort of the

gatekeeper. That is an area where we are quite disappointed in what has happened.

The extended care program, as the Progressive Conservative representative, Mrs. Cunningham, has mentioned, is also a great disappointment in that it still has not been sorted out. We still do not have the legislation that was promised to replace the three pieces of legislation under which it is now granted. That is an area where we think progress has been much too slow. It has left many people uncertain as to what sort of care they can get in nursing homes and what the cost will be. Many of them just cannot afford to pay the full shot, so they do need some sort of extended care.

Another area where we are disappointed is in the slowness of movement in the regulation of rest homes and retirement homes. It has been quite shocking that this province has not ever adequately regulated these institutions. There have been all sorts of stories in the newspaper of rather shockingly bad care in rest homes. Yet, since they are not regulated, the individuals involved have no recourse except to perhaps sue the home.

There are no rules they are violating, because they are not regulated, except occasionally by a municipality. They may be subject to certain fire and safety rules, but beyond that there are no particular rules. The people could not only be getting dangerous conditions or poor care, but they could also be overcharged. There is no regulation of how much may be charged, and there are many people who are desperate to find a retirement home or a rest home for their elderly people. This is all they have been able to get, if they cannot get them into a nursing home. We hope there will be some movement in that field.

1710

Another area that has been brought to my attention is that the Ontario home renewal program for disabled persons, and of course this includes quite a lot of seniors, is very badly underfunded. The ministry put in this proposal which would provide funding for owners who wanted to convert their houses to be suitable for disabled people, but the shocking fact we found out is that the demand has been so great that the ministry has committed funds not only for this fiscal year but also for the next fiscal year, which we have not yet seen the estimates for. They are assuming that they will get about the same allocation as they have. Anybody wanting this kind of facility to make his home more available for disabled people will have about a two-year waiting list after he applies unless more funds are provided for that field.

There has also been in effect for a long time the Ontario home renewal program, which is for enabling people, not just seniors but low-income people, to renovate their houses if the repairs appear to be so large that they cannot manage it on their present income. That is another important feature to enable people to stay in their own homes, because a lot of seniors are in homes which are deteriorating and which they have not had the money to repair.

When it gets to the stage where it looks like the home is going to collapse or the city officials will say it must be repaired and threaten to put a work order on it, they have been able to go to the Ontario home renewal program, but only if their income was under \$14,000, which is a very low figure. They have been able to get loans, some of which are forgivable, for renovating their homes.

I think this is another area where they usually run out of money long before the end of the fiscal year and there are long waiting lists for that. That is an area that has not been mentioned so far, but I think it should take a high priority.

I understand the home care programs for people coming out of hospital are also underfunded, yet that would save a lot of hospital beds if people could get out of hospitals more quickly. Of course, there are no chronic care beds available, except with waiting lists in most cases, and if there is not adequate home care, you cannot send them home either. We are still having too many hospital beds occupied by chronic care cases or people who should be discharged from hospital earlier. Because there is not adequate home care or adequate chronic care beds, we are still cluttering up hospitals.

Of course, we know what this is doing to the hospital bed shortage and that this is causing the postponement of serious operations. They may not be operations for life-threatening problems, but it means some people are waiting one and two years for so-called nonessential or nonpressing surgery because of the failure to open up those beds and open up home care.

I realize that this is the Ministry of Health's problem, but it certainly affects seniors very greatly. The shortage of hospital beds and of nurses probably affects seniors more than other people, because as they do get older, they have joints that need repairing or they may have falls more often than other people.

To condemn them to wait two years for the repair from a fall or a joint that is giving them trouble is really to condemn them to becoming institutionalized persons for the rest of their lives and they lose the ability to enjoy their own

homes. So I think this is an area that we have to get more action on as well.

Moving on, I have a cable TV program once a month. I had one of the representatives of the United Senior Citizens of Ontario Inc. as my guest and I had interviewed the president, Alex Mansfield, before the show. I asked them, "What do you think are the problems that concern seniors the most right now?"

Housing came very high, because a lot of them cannot get into subsidized housing. There are still long waiting lists for seniors' housing. I think the government could be acting there and doing something about the homeless at the same time by getting some more affordable housing units built, as well as getting more senior citizens' units built.

They mentioned specialized housing to me, particularly for the elderly with special problems, the frail elderly or the groups who would like to live together but need a little help, such as deaf elderly or blind elderly. This kind of specialized housing has not been available in any great quantities under our assisted housing programs, so that developing more programs in that area is one of the essentials of today, certainly in the present housing situation. None of it is being built by the private sector, so we need movement in that area.

They also mentioned property taxes. The minister mentioned that the seniors' grant had gone up from \$500 to \$600 a household. I must say that it was put in about eight or so years ago by the Progressive Conservative government, but that government never raised it even though taxes kept going up. The present increase to \$600 may have the same fate, that it will be another four or five years or another election before we get another increase.

The logical thing to do for that sort of assistance to property tax costs for seniors is to index that grant because it is intended as an offset to the high education costs that seniors find pretty burdensome. A lot of them feel that they have already paid for the schooling of their own children and many other children in the past, and there should be some relief from the education portion of the property tax. You give them a little relief this year, but next year they will be back with perhaps another 10 per cent increase that is not covered by your grants.

It seems to me that if you brought in legislation to index it, that would be a step in the right direction. Another would be to change the property tax: put less education costs on it and put

them more on the provincial taxes, which can more easily handle those heavy costs.

Of course, the province has been cutting back on its share to schools for a number of years, and certainly the trend has not changed since the change of government. It is still way below the 60 per cent goal which was once what the province had said it was aiming at as its share of the education taxes.

A very important issue that was raised on this TV show of mine was the abuse and misuse of drugs by both seniors and their practitioners: the need for a study of whether seniors are getting the right medication or too much medication and whether the government is really aware of how much shopping around there is by seniors with different practitioners and getting resulting mixes of drug prescriptions that may not be good mixes.

1720

We all know that drugs interact. If the physician does not have full knowledge of what the patient is taking, there can be very serious consequences. I think the ministry has to address that problem. I know there has been preliminary discussion of it, and also by the city department of health, but we have to work very quickly on that area which is becoming a matter of great concern to people.

You mentioned more geriatric centres. The one at McMaster University sounds like a step forward, but how are you going to get the findings and the work of that centre out to the rest of the province? Have you considered what they now call distant education, to beam some of their services and discussions to the north?

I do not know whether you have considered setting up a geriatric centre in the north, but it seems to me that it probably deserves one and could use distant education to spread the information around among the different northern centres. With the growing seniors population, we are certainly going to need more geriatric centres.

You mentioned the educational conferences that you are having throughout the province. I looked at the agenda of one of these conferences which was sent to me with an invitation to attend. I could not see very much room on the agenda for much senior input. I think there was about an hour for questions and answers, but the rest of it was panellists lecturing at them or providing them with information. Some of the information would certainly be very useful, but if that is intended to be consultation with seniors, I think it

is a very poor substitute. There is not enough opportunity for input by the seniors.

I think that one of the first things that seniors want is to be involved in the long-term planning of the services to seniors. The minister emphasized that her final objective was a long-term plan for seniors' services, but it is no good if it just comes down from some rather faceless policy analysts and project advisers. It has to also involve citizens who will go over their recommendations and discuss them with them. I think that is one of the places where the ministry is not doing enough.

Regarding those conferences, I would be curious if the minister would let us know how the invitation list was chosen. Was it a cross-section from all walks of life, income levels and so on from the community? Was it advertised well and can it have more input from the attendees? Of course, a one-day conference is very hard to get very much input from, but maybe we have to think of smaller means of getting seniors' groups together and getting their ideas on different things.

The attendant care area is another area where there are very inadequate services. Yet a lot of seniors need that kind of support if they are to stay in their own homes. I had personal experience with a support group for a 50-year-old woman. She was not a senior yet, but she had spent 17 years in a nursing home when she should have been helped to come out into independent living. She could not get sufficient attendant care, either qualified enough or people who did not change every year or two because the wages were so low and had enough service to enable her to develop the skills she needed for independent living in the community.

She finally got an apartment from Cityhome, which made it available for her and made other apartments available for her volunteers who would work with her. They paid the full rent. They still could not get enough help to co-ordinate the services for this woman. So far she has had to move back to a group home. But she is told if she wants another group home, and she has only got a temporary space in this one, she may have to wait two years to find a suitable group home that will help her to develop the life skills she needs for independent living.

This is an area where the Ministry of Community and Social Services is letting seniors and other disabled persons down without enough attendant care. Yet if you could help those people set up in independent living, it would cost a lot less than either institutions or even group homes.

This is where we are making false economies, by not funding those things or by creating tremendous waiting lists. That came out in the House yesterday. There are long, long waiting lists for all these services. That should be one of the main objectives of the minister, to bring to the attention of the various ministries involved that they have to overcome those waiting lists or the costs of institutionalization will go up by a long shot.

Transportation is another area that I think is very important for the minister to get involved in. I know the Minister of Transportation is trying to provide more taxi service and modernize the facilities for the disabled, some of whom are seniors. But we know we do not have the subway system adapted to seniors. I am not sure whether all future subway systems will be required to provide escalators everywhere. They certainly should be. That is a program I think the minister should be working on with the Minister of Transportation, because The Freedom to Move is Life Itself is the name of one of your reports. That is an area where we feel there has been very little movement.

Assistive devices is also another area that bothers me because you still have to pay 75 per cent of the cost of a wheelchair or an assistive device. Where do you get the 75 per cent when you are below the poverty line? You probably have to go the Ontario March of Dimes or some group that will possibly have money to give you a grant. If you need it to make you equal with your fellow citizens who can move around, why should you have to pay 75 per cent? That is a penalty for being disabled and it certainly cuts down the quality of life for you.

On the question of recreation, you remember we had the experience last spring when Ontario Place decided that instead of free access, seniors would have to pay half-price and would have one Wednesday for free access. If you do not have very much money and enjoy getting out to Ontario Place once in a while, that is pretty restrictive. If there is a couple and they have to pay transportation down, it is still \$6 for admission plus their transportation. They do not always want to see the Wednesday programs. They may want to see some of the others. They may only want to go once a week, but they are really restricted to Wednesdays.

1730

When they have had it free for all these years as part of the Ontario government's recognition of the seniors' need for recreation, to take this away seems very mean-minded, especially when

it was a means of overcoming a deficit that had apparently arisen from bad management in the past. The seniors are being asked to pay for that deficit by the increased rates.

The government does fairly well on seniors' access to provincial parks. They do get free entry on everything but weekends, but I think we need more assistance to help them get there because they do not all have cars and the buses do not always bring them close enough to where they can stay. It would be nice for somebody to organize a canoe trip for seniors some day. Maybe there are some, but the ministry has to look into the recreation end of services to seniors and help them get out of their homes and on to trips.

I think that is all that I will deal with at this stage. No doubt I will have a few other items as we move along. I would like to stress that I agree we need long-term planning for seniors, but we must involve the seniors in it as much as possible. We must aim at eliminating those waiting lists, which are keeping so many seniors out of the home support and other kinds of services to seniors that they badly need, including assistive devices and adequate housing.

Mr. Chairman: Thank you very much, Ms. Bryden. The minister will be responding to the statements of the two opposition critics on Tuesday when we next meet. I believe that in view of the fact Mrs. Cunningham has left, we probably should adjourn for today. Is there agreement on the committee? Did you have anything to comment on with regard to any questions of clarification for Ms. Bryden on what information you need to get for us for Tuesday before we adjourn?

Hon. Mrs. Wilson: I will just take the opportunity to thank the members for listening today to my opening statement and to the two critics who have prepared very thoughtful responses about the issues surrounding senior citizens, which are of concern to them. I hope that in my response on Tuesday I can answer some of your concerns adequately and that we can move on from there to discuss others, which may still be of interest to us in the few hours we have left before us to discuss all of the issues. I look forward to a good discussion. I think we will all have an opportunity to learn from them.

Ms. Bryden: Would the minister undertake to produce by Tuesday, or the next sitting after that, the statistics I wanted or the chart on the number of employees and the details on each one so that we have a better idea of who the people are on the staff and what they are doing?

Hon. Mrs. Wilson: Yes, we can certainly do that; that is not a problem.

Ms. Poole: On a point of order in that regard, Mr. Chairman: Might I assume that the names of the staff would not be included on this since we will be given personal information, such as the salary they are getting and that type of thing? Am I to assume, Ms. Bryden, that you are not requiring that the staff names actually be given?

Ms. Bryden: They are all in the phone book; they are all listed there. It is just that the title is so uninformative—policy analyst or project coordinator—that I think it would be useful to have what each of them is working on and which subcategory of research or project development or policy development they are working on.

Mr. Chairman: Maybe we can leave that with the minister, and if the information is not there, then we can deal with it at that time. However, if

you feel you can provide it, that would be of benefit to the committee in examining the estimates. It would be appreciated.

Hon. Mrs. Wilson: Fine.

Ms. Bryden: The information would probably be available under the Freedom of Information and Protection of Privacy Act, but I think it would be better if we had a better picture of their roles and their division of responsibilities.

Mr. Chairman: Okay. No further business? Then the committee is adjourned for today and we will reconvene on Tuesday following routine proceedings of the House.

Mr. Carrothers: We will look forward to that.

Mr. Chairman: It will be in room 228. The committee adjourned at 5:35 p.m.

CONTENTS**Thursday, November 17, 1988****Estimates, Office for Senior Citizens' Affairs****Opening statements**

Hon. Mrs. Wilson	S-326
Mrs. Cunningham.....	S-333
Ms. Bryden.....	S-335
Adjournment	S-342

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Neumann, David E. (Brantford L)**Vice-Chairman:** O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitutions:

Adams, Peter (Peterborough L) for Mr. Beer

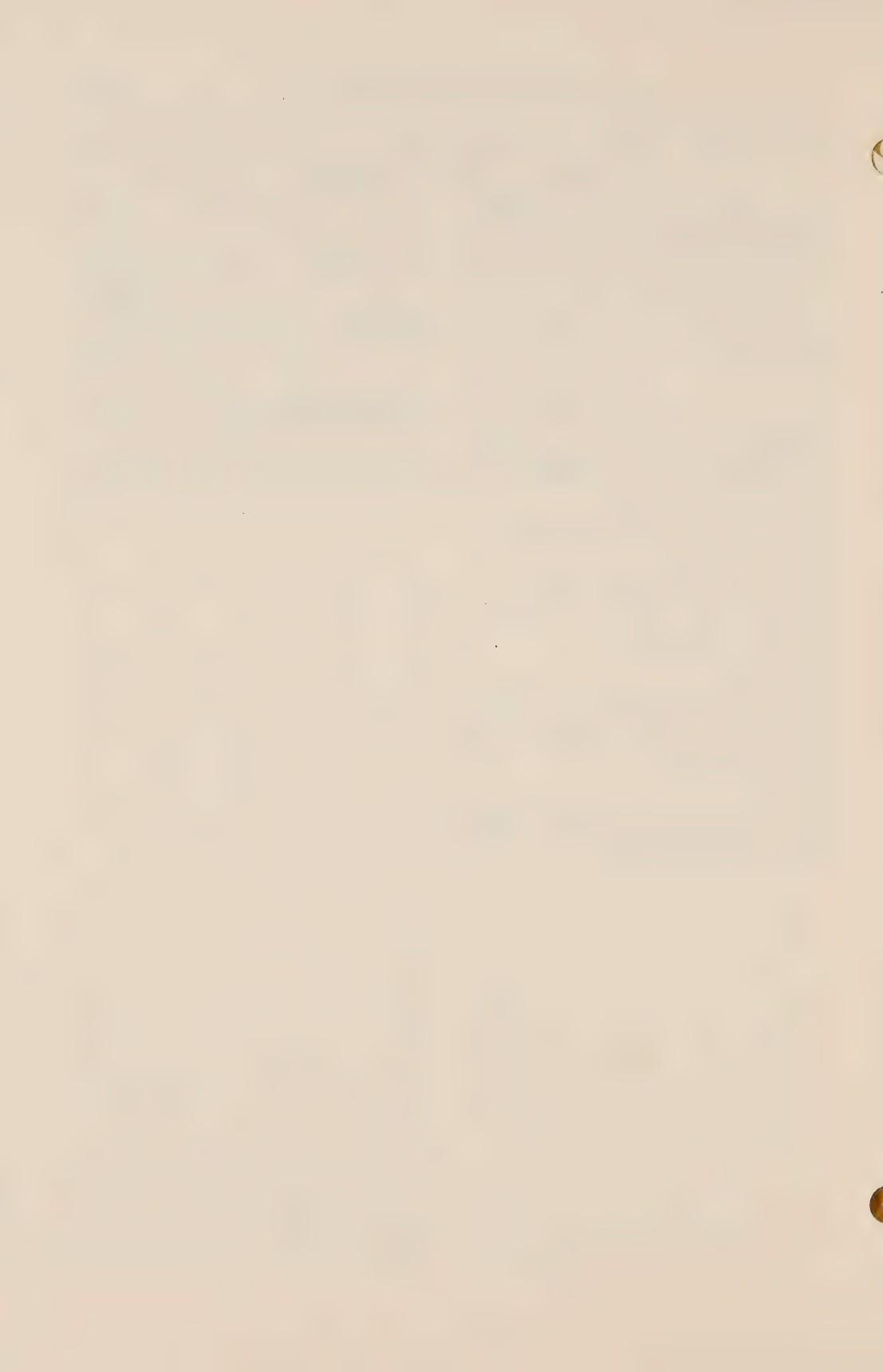
Bryden, Marion (Beaches-Woodbine NDP) for Mr. R. F. Johnston

Cooke, David R. (Kitchener L) for Mrs. O'Neill

Clerk: Decker, Todd**Witnesses:****From the Office for Senior Citizens' Affairs:**

Wilson, Hon. Mavis, Minister without Portfolio (Dufferin-Peel L)

Heagle, Glen, Special Adviser



)

)





CAZON
XC 12
- S 77

Government
Publications

No. S-14

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Office for Senior Citizens' Affairs

First Session, 34th Parliament
Tuesday, November 22, 1988



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, November 22, 1988

The committee met at 3:52 in room 228.

**ESTIMATES, OFFICE FOR
SENIOR CITIZENS' AFFAIRS**

(continued)

Mr. Chairman: I call the meeting of the standing committee on social development to order. We are reviewing the estimates of the Office for Senior Citizens' Affairs. We have had the opening statement of the minister, the Honourable Mrs. Wilson, and comments by the official opposition and the critic for the third party. We are now going to be hearing the minister's response. But before we do, do you have some material to distribute?

Hon. Mrs. Wilson: Perhaps, Mr. Chairman, it would be appropriate to distribute it as we come to that item.

Mr. Chairman: Okay. Is that acceptable?

Ms. Bryden: Yes, Mr. Chairman, except I wonder if I could have the indulgence of the committee to make a correction in my statement of last Thursday.

Mr. Chairman: Certainly.

Ms. Bryden: In the rough, what they call the Instant Hansard, S-1650-1, I talked about the increase in money allocated in the budget to the minister's office. But I opened up the page at vote 1 only and gave those figures, whereas I would like really to have in the records the increase for the entire ministry. Just a very short statement, if I may.

The minister's estimates show that in 1986-87, there was \$3.1 million assigned to the office; in 1987, there was \$4.6 million, and for the current year there is \$9.3 million. So there has been a 134 per cent increase over the estimates for last year. This is what we are here to examine today: the reason for this large increase in the amount of money allocated and how it is broken down among the various programs and staffing provided. That could be added to the record today and it could correct the record of last Thursday.

Mr. Chairman: I am sure the Hansard recorders have picked that up.

Perhaps before we go to the minister's statement, we could get one housekeeping item out of the way so that everyone is aware in case people do have to leave before the end of the

session today. Ms. Bryden, the New Democratic Party critic for this ministry, has to be in the House on Thursday as part of her other responsibilities and has notified her whip, who has consulted with the House leaders. The government House leader has informed the clerk that his recommendation is that in that circumstance we not meet, as is customary when the critic of one of the opposition parties has to be in the House at the same time. Is there a consensus that we will follow that procedure?

Agreed to.

Mr. Chairman: We also have a note here indicating that the minister is not available for Tuesday, November 29. Is that correct?

Hon. Mrs. Wilson: That is correct. There will be a regional seminar held that day in Sudbury, which has been planned for some time.

Mr. Chairman: So we will not be able to meet on Tuesday, November 29. Now I am wondering—

Mr. Owen: Are we meeting Monday?

Mr. Chairman: We are meeting Monday and Thursday next week, unless it is the committee's wish to attempt to schedule something else, but I do not think that is—

Mr. Beer: That would be difficult.

Mr. Chairman: It would be difficult.

Mr. Beer: When would we complete then, Mr. Chairman?

Mr. Chairman: I think after today we have three afternoons. Two and a bit.

Ms. Bryden: We have eight hours, don't we?

Mr. Chairman: Yes.

Mr. Beer: So it would be the following Monday then?

Mr. Chairman: Yes. I just thought you should know about these administrative details, and we will proceed now with the minister's response.

Hon. Mrs. Wilson: All right. I have one question of clarification. There were 10 hours scheduled originally. Do I assume that we used up two and a half last week, even though we started late?

Clerk of the Committee: One hour and a half.

Mr. Chairman: No. We use only the time that we are in session.

Hon. Mrs. Wilson: I see.

Mr. Chairman: The clerk keeps a record and it is printed on the back of Orders and Notices in the House every day. If you look on the back page, you will see exactly how many hours and minutes, right to the minute, we have left. Carry on.

Hon. Mrs. Wilson: I would like to respond to the statements by Ms. Bryden and Mrs. Cunningham of last Thursday afternoon. I will first address Ms. Bryden's comment.

I would be very pleased to provide the additional information that Ms. Bryden has requested today. I have had the opportunity to get the information for her that she asked for last week and I would appreciate it, in order to provide the appropriate information which she has asked for additionally today, if she would give me the additional time to do that. Then I can give her a much more appropriate response in writing.

Ms. Bryden: So you have nothing today on that information?

Hon. Mrs. Wilson: I have nothing on the new item you have raised. It will just be on the new item that I would prepare the additional information.

Ms. Bryden: I did not have any new item. I was just correcting a statement today as to what the total expenditures were.

Hon. Mrs. Wilson: Did I understand on Thursday you had asked for information regarding vote 1 on the main office, but today you have mentioned that you wanted more information regarding the other votes as well for the dollar figure for the entire ministry?

Ms. Bryden: No. I think you misunderstood me. I asked for the entire breakdown of the people who were listed under vote 2 as policy advisers and project leaders and so on, the information on those staff and their assignments, their job descriptions, their qualifications and names. We want to know who these 20 or so are and whether their jobs were advertised; and if so, what the requests in the ads were. A large body of staff of this sort may or may not be permanent civil servants, but I think we should have information on that too.

Hon. Mrs. Wilson: That information I do have for you in very complete form and we are ready to go through that today.

Ms. Bryden: But I would like it clarified a bit so that you do have the full information at the

next meeting or before the next meeting, if possible, if you want to circulate it.

What I am trying to know is more what the establishment is assigned to do and what each person does in the total picture. When you have a large body of people added to a ministry of this sort, you are curious as to what their assignments are and whether the jobs were advertised and whether they are contract jobs or not.

1600

Hon. Mrs. Wilson: Certainly; I have all of that information for you today.

Ms. Bryden: Okay, thank you. It is more than just the main office, which is really the smallest part of the whole thing. Actually, there is about \$3.7 million in the second vote for staff and benefits and so on. This is really what I would like a breakdown of.

Hon. Mrs. Wilson: Ms. Bryden had asked for an explanation of the increase in the estimates in the minister's office. I will just talk about the increase in staffing levels and corporate services.

The first handout addresses that issue and I will speak to this information. In 1986-87, the office had 14 permanent employees, and that number has remained constant through the three years that you see in front of you. The Office for Senior Citizens' Affairs was required by Management Board of Cabinet to fill the positions within the policy unit with secondments and/or contracts. You will notice in the next lines that we have the seconded positions, the contract positions, which are one-year positions. The next line refers to contract positions up to six months, and the line after that to contract positions which are part-time. There are also temporary positions, and current in this fiscal year three vacant positions which we are in the process of filling now.

The difference in staffing levels from year to year and in types of contracts, whether they be short or long-term contracts, part-time contracts or secondments, is related to the work that we are doing in the Office for Senior Citizens' Affairs. It has never been the intention to build a permanent bureaucracy in this office; rather the staff fluctuates according to the projects that we are working on. Since we are a policy development ministry, once we have completed a particular project, then those people are no longer needed and can go back to their previous ministry or end the contract.

The three additional contract positions, which were added in 1987-88, are for two administrative clerks and one correspondence person. We are a new office, but as the office matures, we

find that the amount of correspondence that we will deal with from the public is increasing considerably. The 1988-89 figures show 1.5 contract positions. Those are related to the access fund, which is administered by the Office for Disabled Persons, but we do provide 1.5 salary so that we at the Office of Senior Citizens' Affairs can do our share of the administration of the access fund program.

The second item that Ms. Bryden—

Ms. Bryden: Wait a minute. I have some questions.

Hon. Mrs. Wilson: I am sorry. You have a question.

Mr. Chairman: I think we could handle questions of clarification as we go and perhaps the clerk could be handing the next one out while we deal with the questions. It might save a bit of time. Ms. Bryden, a question of clarification?

Ms. Bryden: This does not really tell us what the duties are of all these people.

Hon. Mrs. Wilson: That is in the next handout.

Ms. Bryden: Is it? But are there also copies of the advertisements for these positions? I would be interested in knowing whether they were advertised. That would give us a better idea also of what kind of qualifications you were looking for and what kind of work these people are expected to be doing. Then, of course, I had asked for the names of the persons who were hired and—

Hon. Mrs. Wilson: The handout that you just received has all of that information. It is quite a lengthy one and quite detailed.

Ms. Bryden: But are there copies of the advertisements?

Hon. Mrs. Wilson: What you have in front of you is an organizational chart with job descriptions, salary ranges and so on.

Ms. Bryden: Okay.

Hon. Mrs. Wilson: I will ask Mr. Heagle to go over this chart in detail with the committee.

Mr. Chairman: Before he does; Dianne, did I see your hand up for a question of clarification?

Mrs. Cunningham: No. Thank you.

Mr. Chairman: I am sorry. I thought I did.

Mr. Heagle: If we could start with the major organizational chart, I will try to progress through and respond to Ms. Bryden's questions in full.

We have five basic units in our organization along the bottom: policy and program develop-

ment, strategic planning—those really are two policy units and I will go through them in considerable detail; finance and administration, communications information, and that detached unit in the access fund.

If I can take the members to the second page, I will start with the first policy unit and then progress through. The first policy unit is called policy and program development. Its real function is primarily to focus on new agenda items in the areas of health and social services, the issues following out of the white paper and issues related to them.

Basically, we have a manager who is Mrs. Dorothy Singer, and then it breaks up into four subunits. The first of those is the extended care subunit, and the project leader is Mr. Brown. There are two policy analysts in that unit. To try to explain to the members how they operate, each of those units has two sets of responsibilities: primary responsibilities and secondary responsibilities. The primary responsibility for that particular unit is to develop a new extended care act; that is its primary function.

Its secondary responsibilities are really related to monitoring everything that is going on in the area of extended care in the operational units, responding to any concerns that are immediate in those areas, liaising with the two associations, with advocacy groups like Concerned Friends and so forth, looking at developments in other provinces in respect to their equivalent of extended care, looking at the US legislation, etc.

The second unit is the rest homes unit. The project leader is Myra Wiener, and she has two analysts to help her. Again, the primary responsibility in this particular case is our commitment to ensure the quality of care in rest and retirement homes. The secondary responsibilities are rather scattered: first, anything to do with issues that relate to rest and retirement homes, coroners' reports and so forth. They also have a secondary responsibility in that particular unit to pick up some aspects of health care policy, so that they work on public health. They happen to work on the drug issue and they also liaise with the long-term care association.

The third unit is the one-stop access unit. Again, it is a white paper responsibility. The project leader is Mary Sylver, with one analyst at the moment, although I should stress we move analysts back and forth as the workload decreases or increases. The primary responsibilities for that unit are to develop one-stop access and to manage the development and implementation of those five sites across the province.

I should add that there is a four-ministry interministerial team assigned to that particular function with representatives from the Ministry of Health, the Ministry of Community and Social Services, the Office for Disabled Persons and our own office. Mrs. Sylver acts as the team leader in any dealings to do with the five one-stop sites.

In addition to that, they carry a responsibility for monitoring the integrated homemaker program, all the home support issues, certain aspects of public education. There is a section there that refers to providing advice and assistance to seniors. We get a significant number of inquiries about home care, integrated homemaker and so forth, and it happens that Mrs. Sylver has extensive experience in that area and we use her as a troubleshooter to resolve problems in that. Then, of course, she and her staff are involved in a number of associations and interministerial committees on those issues.

1610

The fourth area of policy is policy co-ordination. The head of that unit is David Kennedy, the gentleman to my left. He has three policy analysts to assist him. This is effectively our multipurpose policy unit, as you can see from their primary responsibilities. While we are not a full ministry, we have all the responsibilities in terms of analysis of briefs and submissions, co-ordination of briefings and so forth. They prepare the minister's correspondence, manage our research fund, which is quite involved, do all the liaison with the access fund, and then they are into secondary responsibilities such as elder abuse, funeral services, intergenerational learning, multiculturalism, older workers, recreation, etc. All that is their assigned zone of responsibility.

I will move on to the second policy unit, which is on the next page. The second policy unit is entitled strategic planning unit. What it really does is focus primarily on issues about the elderly outside the ministries of Health and Community and Social Services. The minister, in her opening speech, indicated there are approximately 18 ministries that have programs which directly impact one way or another on seniors. While the ministries of Health and Social Services are the largest, we have 16 other ministries to deal with. This unit is primarily responsible for dealing with those areas.

The manager is Bob Youtz. I might add that while I said the first unit did almost exclusively health and social services, Mr. Youtz has a particular secondary responsibility for assistive devices, placement co-ordination, community

health centres and health service organizations. He spent many years in the Ministry of Health and has expertise in that regard.

On the left is our first team, led by Alan McLaughlin. He has two analysts to help him. The primary responsibilities there are to take a strategic approach to housing, transportation and the income needs of the elderly. Their secondary responsibilities are liaising with the Ministry of Housing and the Ministry of Transportation, and consulting with line ministries on a broad range of elderly-oriented initiatives. As an example of that, Mr. McLaughlin is involved both in the substitute decision-making and the advocacy issues involving Father O'Sullivan.

The second subunit really is our geriatric and gerontological training unit. It is headed by Ann Kirkland and she has one part-time analyst. The hard-copy slide does not show it, but Susan Sole is a part-time analyst. She is primarily involved in geriatric and gerontological training. Her secondary responsibilities are fairly heavy because she is very much involved in the development of hospital policy initiatives in elderly care, the most prominent of which is the regional geriatric programs. A good example of that is the announcement my minister made this morning in respect to the Toronto regional geriatric program.

The third area is the French-language co-ordinator. You will see that the position is vacant. I want to be very clear here. That does not indicate that we have not responded to that. We had a little difficulty with Management Board, which only gave us half a position. What we have done is have one of the few bilingual communications advisers in the government. It is a designated position and the occupant of that position fills that role pending the recruitment of this special person.

If I can proceed to the next page—

Mrs. O'Neill: Are you going to take information questions on each page or do you want us to wait until the end?

Mr. Chairman: Do you have a question on that page?

Mrs. O'Neill: Yes, I do.

Mr. Chairman: Let's deal with it while it is there.

Mrs. O'Neill: I want to talk about the one on enhancing the training of health professionals. I am wondering how broad that is. It states here "undergraduate and post-graduate levels." I have had some questions about care workers who are not at that level of study. Is there any facility or

any initiative through this particular area of responsibility that deals with professional development for those who would not qualify at the university?

Mr. Heagle: The answer to that is yes and no. The first answer is that we have placed first priority on the professions because of their importance. Notwithstanding that, this unit has been involved in the multidisciplinary department at McMaster University; and McMaster, for example, is doing outreach training that involves not simply the professionals but also health care aides and other people who are not professionals in the certification sense but who work with the elderly.

Mrs. O'Neill: Out of McMaster, are these people available on a regional basis; or how far and wide do they go with their road show, so to speak? There seem to be a lot of seniors' advisory committees, and/or volunteer groups and/or people who work in residential care, without total professional qualifications at the post-secondary level who are asking for some kind of professional development source. Does that McMaster outreach reach to eastern Ontario, to be very specific?

Mr. Heagle: I do not believe McMaster specifically does outreach to eastern Ontario; although McMaster, for example, has links to the University of Ottawa which also runs some outreach programs.

In respect to training of people such as health care aides, which would fit into the member's definition, and homemakers, there are training programs for those particular skills in the community college system. Some of those are directly assisted on an outreach basis; others are not. If you want a more detailed answer, we will try and respond to it.

Mrs. O'Neill: I would really like as much detail as you could get on that item.

Mr. Heagle: The next page gives the names of all the staff and the fifth page, which I think is of particular interest to Ms. Bryden, gives the salaries and I believe the job specs are attached. I think the last point Ms. Bryden raised was whether the jobs were all advertised.

Again, it is a two-part answer. In respect to some of the seconded staff, frankly we attempted to steal the best people we could from the ministries of Health, Community and Social Services, Treasury and so forth. So some of those were not advertised. We went directly to them and made arrangements with the ministry. In respect to the contracts, the majority of them

were advertised. I do not have the advertisements with me, but we can bring them for the next day.

Ms. Bryden: That would be very useful, and where they were advertised, in either Topical or other publications.

Mr. Chairman: That completes that document.

Ms. Bryden: I appreciate your giving us pretty well the full picture. It shows that the ministry impacts on practically every other ministry in the government, which is one of the reasons I think people feel somewhat frustrated that seniors' needs are not being served as quickly as they should. You have to get so many other ministers involved in the act, get their co-operation and attention, and cabinet's attention; it makes it very difficult.

Do you think this adds up to a question of whether we should have an full operating ministry in this field, rather than a minister without portfolio?

Mr. Chairman: Ms. Bryden, that appears to be getting into a question of some substance. I thought what we were doing today was distributing the material you requested and getting the minister to give her response to the two opposition presentations. Following that, we can get into questions of substance of that nature, if you do not mind.

Ms. Bryden: Okay.

1620

Hon. Mrs. Wilson: I will continue in my response to your response. Both Ms. Bryden and Mrs. Cunningham actually talked about alternatives to institutional care. This is an area that has been of particular importance to this government, an area I think we have made considerable progress in. We introduced the integrated homemaker program in 18 communities within the last two years. That was way ahead of the original schedule of seven years, which had been the plan for that implementation.

We have expanded and enriched home support services for seniors. In 1985, there was very little being spent in the area of home support services. In fact, \$5.6 million is the figure we looked at in 1985-86. This fiscal year, we will spend \$49.9 million to provide home support services for seniors. There are now more than 1,370 service units across the province and we are very proud of that record. We have also increased and enriched funding to the existing services to provide more stability to their funding programs.

Ms. Bryden: I am sorry; you said 376 services?

Hon. Mrs. Wilson: There are 1,370.

Ms. Bryden: What is your definition of services?

Hon. Mrs. Wilson: Home support services include Meals on Wheels, friendly visiting, crisis intervention—the typical sorts of services that would come into a senior's home to assist that senior to remain independent and remain in his or her home in the community.

Ms. Bryden: But we still hear reports that there are not Meals on Wheels in a great many communities, that a great many of these services are very spasmodically provided.

Hon. Mrs. Wilson: I think our record is a very good one when you consider that slightly more than \$5 million was put towards home support services three years ago, and this year almost \$50 million will be put into those home support services. I think you can see we have a record we can be proud of. There is more to be done; there is no question about that.

This year, for example, we have expanded the number of elderly persons' centres by 53 additional and another 25 are committed. When we get back to the number of service units we currently fund, there are more than 1,300; back in 1985, we had fewer than 300 service units. So this is an area where I am very pleased to say we have made significant progress.

I think these initiatives add up to excellent progress. There is no doubt there is more to be done across the province. I acknowledge that the area has been underdeveloped, and we are now going with great enthusiasm, energy and financial commitment towards providing appropriate home-support services across the province.

At this time, we are also working on the development of a plan for residential alternatives with the Ministry of Community and Social Services, with its redevelopment fund for alternatives. I think that is just one example of an area where we are expanding into new alternatives for seniors in the community. I will certainly be continuing to work with my colleague the Minister of Community and Social Services (Mr. Sweeney) to continue that development.

Ms. Bryden: Can I just ask one question about the elderly persons' centres. Are they still required to match any provincial grants? In the past they have had a very low level. They got a grant of about \$15,000 and had to match it before they could really operate. That still does not leave them very much money to operate a service for seniors. What are the grants now?

Hon. Mrs. Wilson: I would be happy to answer that. This past winter, I announced in the House in February that we were doubling our funding to the elderly persons' centres across the province. That funding has increased to provide stability to the local elderly persons' centres.

At the same time, I also talked about the percentage of funding we would supply. It was originally 50 per cent and then 60 per cent. We have now moved to provide, across the board, 70 per cent funding to these centres, which means they are no longer penalized for fund-raising they do in their own areas. The funds they raise locally they can then keep; it does not reduce or interfere with the amount of grant they will receive. This has certainly been an initiative the elderly persons' centres have found very useful in supplying their very needed services in the community.

Elderly persons' centres provide social and recreational outlets for seniors, but they also provide many of the home-support services that are so important to keeping seniors independent in their own homes.

Ms. Bryden: Some people wish we could change the name. It seems so grim, but it's just an elderly persons' centre. If it was more of a community and social services centre for people in the community, or seniors in the community, it might be more of a welcome place.

Hon. Mrs. Wilson: Nomenclature, I think, has something to do with how we think of a place. We have been calling them EPCs, which somehow seemed more palatable than elderly persons' centre. I think you bring up a good point when you talk about the words and phrasing we use when we talk about ageing and becoming older.

Mr. Chairman: When was that name developed?

Hon. Mrs. Wilson: It was 1966.

Ms. Bryden: The ceiling and the matching grants were not changed for about 10 years after it was established, maybe more than that.

Mrs. Cunningham: I certainly share the concern about the name. I think if we do anything, we could do something about making it a little more—what should I say?

Hon. Mrs. Wilson: Glamorous?

Mrs. Cunningham: Applicable to what these kinds of people are doing now. When you look in there some days, you look around for the elderly, because they just do not look that way. They are so active and with it and supportive of each other. You are looking for the volunteers; usually, they

are the volunteers for each other. I have a mother and mother-in-law who go to the centre, so I can assure you I approve of them and so do they.

I have a couple of questions with regard to the 18 communities and the implementation program. These are probably questions for clarification. It is my understanding that in the original estimates, once the integrated homemaker program was fully in place, in 38 municipalities—I think that was the goal.

Hon. Mrs. Wilson: There are 38 areas in the province.

Mrs. Cunningham: The goal is to get 38 municipalities with the integrated homemaker program; right now you are telling me we have 18 as part of the plan, but the goal is 38. Also, in looking over the estimates, I agree that you may be well ahead of your original six-year or seven-year implementation plan, but the total cost, I believe, for those centres was to be \$60 million annually. I think that was part of the projection when the centres were set forth. One can look at this; I have gone back a long way in looking at what we were wanting to do.

To date, I think I am correct in saying that for these 18 communities the cost has been \$70 million. Though we are implementing them, they are much more costly than we originally anticipated. At that rate, we are probably looking at three times the cost. Am I correct?

Hon. Mrs. Wilson: The integrated homemaker program has been extremely successful. The uptake on this program has been higher than was originally anticipated and is going a long way to assisting seniors in the community. The original financial estimates have in fact proved to be somewhat lower than we had planned.

I think the Ministry of Community and Social Services is allocating additional funds to the program; in fact, I know it is. This year, \$40 million will go towards the integrated homemaker program in the 18 communities where it exists today. For that reason, the Ministry of Community and Social Services is conducting an evaluation and review of the integrated homemaker program. My office is part of that review, so we will have the opportunity to look at uptake, percentages of seniors involved in the program and the value to the seniors as well as the financial implications.

Ms. Bryden: Are you also looking at wages that are offered to the homemakers? I understand in many areas they are not able to attract enough people to fill the positions or if they do attract some they are not as well-qualified as they should be.

1630

Interjection.

Mr. Chairman: Do you have a point?

Mr. Daigeler: Really, I am still trying to figure out where we are at in the process of discussion in the committee. I appreciate the questions Ms. Bryden asked, but I thought we were still at the response of the minister to the presentations. If we are having all kinds of new questions, then I think we should begin the rotation, because we would like to ask some questions as well.

Mr. Chairman: I think you raise a good point. Perhaps we could get through the minister's response to the two opposition statements and then we can get to questions.

Hon. Mrs. Wilson: Mr. Chairman, some of the concerns that are being expressed now were expressed last week, so I will be responding to them in order in just a few moments.

Mr. Chairman: Okay; carry on.

Hon. Mrs. Wilson: One of the issues referred to was lack of reform in the licensing process with respect to nursing homes. In fact, a number of significant changes have occurred since 1985 in this area. For example, the act now requires that all principal owners and stockholders be identified. It also calls for disclosure of profit-and-loss information. In addition, there is greater public accountability associated with obtaining a licence in the first place. The nursing homes branch publishes a notice in local newspapers announcing any homes that may be up for relicensing. These notices request comments to be forwarded to the director of the branch.

Public meetings are also now held prior to the sale of a home, prior to the granting of a new licence or prior to the allocation of new beds. In addition, public meetings to review the operation of all nursing homes are required every five years. We have made substantial improvement in the legislation in that area.

Another reference was to lack of reform, specifically in the area of inspections. In fact, there have been significant changes in this regard. As of June, 1988—just this past June—the nursing homes branch has implemented a compliance management system in place of the former inspection and services division.

Under the old system, the responsibilities for inspection and enforcement were covered by the same individual, but under the compliance system the two roles have been separated. The compliance adviser consults with the nursing homes to resolve problems, but it is a separate

enforcement team that takes action, if that proves to be necessary.

The compliance advisers work with the homes to ensure compliance. If a compliance adviser identifies any problems in the areas of nursing staff, diet or environment, referrals are then made to the ministry staff who have the appropriate expertise in the particular area. The staff develop a plan of compliance with the home and then monitor the plan. The compliance advisers are in the homes at least once a year. The frequency of additional visits will depend on what issues may have come up during the initial visit and the home's ability in complying adequately.

The compliance review findings are posted annually in the home. They show the recommendations for improvement and also the home's plan for compliance with the recommendations. If the nursing home is not diligent in following the plan to comply, then the enforcement team is brought in to assist in that regard.

The enforcement team is multidisciplinary. It is composed of nursing, environmental, dietary and fire safety investigators, so we are able to cover all aspects with the appropriate people with the appropriate expertise. The enforcement team is additionally responsible for investigating complaints. This is a new system that I think is very timely and very appropriate, which is being implemented over the next number of months, having been announced and begun in June 1988.

Ms. Bryden: Just one point: Are these reports that are posted in the institution available to outside groups like the Concerned Friends of Ontario Citizens in Care Facilities?

Hon. Mrs. Wilson: Yes, they are posted and they are made public.

Ms. Bryden: They are posted?

Hon. Mrs. Wilson: They are posted and are available to the public.

Mr. Jackson: You are convinced of that? Did you check that or are you just relying on the assertion?

Hon. Mrs. Wilson: That may have been Mrs. Cunningham's question, so when I get down to her response, I will address how we are implementing the plan.

Mr. Jackson: Okay.

Mr. Chairman: Carry on.

Hon. Mrs. Wilson: All right. The next issue then—

Mr. Chairman: I see you have quite a few pages.

Hon. Mrs. Wilson: Yes. The two critics brought up a lot of issues. I have done my best to reply to each of them.

Ms. Bryden had asked about the status of the 1985 election promise of the denticare program. I know that is something that is of particular concern to her. During the 1985 election, a commitment was made to provide dental care coverage for three groups. The first was cleft lip and palate sufferers, the second was children and the third was senior citizens receiving the guaranteed annual income system and who are home-bound or institutionalized.

Action has been taken on each of the three groups. First, for the cleft lip and palate sufferers, in 1986 a program for young adults and children was implemented. The Ministry of Health pays 75 per cent of the cost of the specialized dental treatment these people would require.

The second was the children's group. In September 1987, the government introduced a dental treatment program for children who are in need of immediate dental care. Eligible children are those in elementary school from kindergarten to grade 8, where the family has no insurance or other form of care coverage that may provide for the necessary care, and where those families would suffer financial hardship in providing that dental care for their children. In such a case, 100 per cent of the funding is provided by the board of health for the required services.

The seniors group—

Ms. Bryden: I was asking about seniors, not children.

Hon. Mrs. Wilson: I am coming to that. The seniors group, the group aged 65 and over, has been addressed. In November 1987, the Minister of Health (Mrs. Caplan) reconvened the Advisory Committee on Dental Care to address specifically the dental treatment needs of senior citizens. There is a member of the United Senior Citizens of Ontario Inc. who sits on that committee, in addition to the original membership of that committee. The advisory committee is planning to make recommendations regarding the priority of those groups within the main group who would receive assistance. They will be making their recommendations directly to the Minister of Health.

Ms. Bryden: How soon?

Hon. Mrs. Wilson: I do not have a final date. Have they indicated when they will be reporting? I know they are meeting currently. Perhaps we can go back to that. I talked with the Minister of Health about this quite recently and I know the

committee is still actively holding meetings at this time.

Ms. Bryden: The reviews were made back in 1980 and 1984. We do not really need new reviews. We need action.

Hon. Mrs. Wilson: The next issue that was raised which, again, has to do with dental issues has to do with the east-end geriatric dental clinic. Ms. Bryden had asked, is the government going to provide funding for dental clinics for seniors such as the one being operated by the Toronto Board of Health in the east end?

The Leslie Street Dental Clinic is the site of the pilot geriatric dental treatment program for the eastern area of the city. It is operated and funded 100 per cent by the Toronto Board of Health. It really is a model clinic for one of a number of alternative service models that are being considered by the advisory council, on dental clinics for seniors.

Ms. Bryden: But it is going to run out of money this year. It is going to be closed this year.

Hon. Mrs. Wilson: It is a pilot project and the funding, as I understand it, that is provided by the Toronto Board of Health is to be reviewed following the pilot period.

One of the sponsors of this clinic sits on the Minister of Health's Advisory Committee on Dental Care. The new alternatives that are being tried out are being piloted at the Leslie Street Dental Clinic. They are being discussed in quite some detail by the advisory committee. I think it is important to bring that up. It gives us an idea of some of the alternatives that committee is looking at.

1640

Ms. Bryden: It may not be in the 1989 budget for the city and that is when it wants some action, rather than wait for further studies.

Mr. Jackson: Ms. Bryden, the question has been asked and it is not in the budget.

Ms. Bryden: I beg your pardon?

Mr. Jackson: It is not in the budget.

Ms. Bryden: That is right.

Mr. Jackson: That is the question for the minister. Is she aware? Has she asked the Minister of Health? We have already asked her and the money is not there, so you are reporting in preparation for possibly 1989-90, which will be the first window your government would have an opportunity to fund the program.

Hon. Mrs. Wilson: The Leslie Street clinic is funded 100 per cent by the Toronto Board of Health.

Mr. Jackson: We are talking about the dental program, which is under review. Ms. Bryden is off on that. There were rather large dollars for the geriatric dental program. I am not demeaning the significance of that. There are dozens of programs like that we could discuss. But on the large issue of a dental program, there is no money in the Minister of Health's budget in these estimates for the program you have been currently reviewing for over a year. That is correct. So we are talking about a year or a year and a half away before we even have an opportunity to be in a position to maybe even consider funding. That is all I wanted to clarify. It is a lot more helpful than making it sound more imminent that it is.

Hon. Mrs. Wilson: The next issue that was discussed was the integrated homemaker program. It was first announced in October 1981, but no implementation followed. Six months after this government came to power, the first six sites were announced, in January 1986. The original plan was to implement it province-wide over a six-year to seven-year period, but the program was so well received that we accelerated the introduction of the integrated homemaker program to 18 sites within one and a half years. Now 18 of the planned 38 sites have the integrated homemaker program in operation.

As we discussed a little bit earlier, the program uptake and expenditures exceeded our original expectations, so the Ministry of Community and Social Services has initiated a comprehensive review of the program. That is to be completed as quickly as possible. In the meantime, the 18 sites continue to be funded; in fact, the funding has increased from \$20 million to \$40 million in this fiscal year to allow for the growth in those 18 sites.

Ms. Bryden: Metropolitan Toronto is not yet covered and it is a very large area. You have to plan to extend those 18 to some of the larger urban areas that are not served at the moment and where the demand is very great.

Hon. Mrs. Wilson: East York in fact has the integrated homemaker program now. It was introduced in January 1988 and is proceeding very successfully.

Ms. Bryden: But it is the smallest of the six municipalities in the metropolitan area. The need is not being met in the others. We would like to see a timetable for implementing it in them more quickly.

Mr. Jackson: It is rather unusual to be commenting in this kind of detail. It is appreciated in one sense, but sometimes it is more helpful

if we get on to a theme and develop and dialogue on it. Has the minister three or four more pages of this? How far along are we, just so I can get a sense of that?

Mr. Chairman: The minister is attempting to answer—

Mr. Jackson: I can hear what she is doing, but she will take two days at this rate. I just want to get a sense of how long she is going to be at that, because I would like to participate as Ms. Bryden is participating. I sensed you were leading us to conclude that we might be nearing the end of that process. I am merely asking you as chairman to clarify how much longer the minister might be in terms of these detailed responses. We are going to have to go back to them. I just want to get a better sense of the level of participation. That is all I was asking.

Mr. Chairman: I believe the minister is dealing with Ms. Bryden's remarks of last Thursday.

Mr. Jackson: I understand that.

Mr. Chairman: Ms. Bryden did ask quite a few detailed questions and the minister is attempting to respond to them. I will endeavour to find out how much longer the minister thinks she will be.

Hon. Mrs. Wilson: The critics did ask for a detailed and reasonable response. I am attempting in my remarks to provide the level of detail—

Mr. Chairman: The question was how much longer.

Mr. Jackson: I am not trying to be critical. It is very unusual. I respect the fact these are your first estimates, but I can assure you it is out of the norm to be going into this detail. You are to be commended, but I am just trying to get a sense of how far along we are going to get with your response to the responses. That is all I was trying to say.

Hon. Mrs. Wilson: I have not timed it, but it is considerably detailed and it may take up quite a bit of time.

Ms. Bryden: It is out of the norm, but the problem is that the ministry covers so many subjects with respect to seniors that you have a lot of areas in which you have questions.

Mr. Jackson: I am aware of that.

Mr. Chairman: Carry on; proceed.

Hon. Mrs. Wilson: Ms. Bryden had brought to our attention the Seniors' Independence Act, which was originally proposed by David Warner, as a model for community services for seniors. I want to point out that our initiatives share many

of those same goals—to prevent unnecessary and inappropriate institutionalization, to provide improved access to support services for seniors, to help seniors in the community, to provide a wider range of services and also to use our existing programs more effectively.

Mr. Warner's approach suggests the integration of a full range of services under one roof, including medical and community health services and so on. The long-range goal of one-stop access is to include a full range of services, not necessarily under one roof but certainly accessible from one area.

Our approach is an expandable concept where we begin with community-based health and social services, but then have the opportunity to progressively broaden that to include another range of services that could certainly include housing and transportation, for example. We started one-stop access with a defined set of community, health and social services such as home care, home-support services and so on, as a first step.

During the consultations in each of the different communities, we learned that there were major issues of agency sovereignty, if I could term it that way, so we found the best way to develop the new approach is in stages, to allow the community to come on board. One-stop is a developmental process. I think we have set attainable goals that we will be able to accomplish, each in turn, and then move on to the next, towards the implementation of a comprehensive set of community-based services for seniors.

At the same time as we are developing one-stop access, we are also developing complementary services that can at some future time be integrated into one-stop. For example, the community health centres that have a focus on the elderly are part of that plan. Five are in the planning stages at this time. The second phase would be the elderly persons' centres; 53 are now funded and 25 more are in the planning stages.

I just want to clarify the intent of one-stop access. One-stop access is to ensure seniors do not have to go from agency to agency to get access to the services they need. The case worker works with seniors to assess the needs and arrange the necessary services. The case worker is not just a referral person, but the person who actually arranges the necessary services for the seniors. The one-stop agency will have formal arrangements with the service providers so that we can guarantee the provision of services.

One-stop access is not a place with a roof; one-stop access is a method of service delivery. It

is basically getting the services to the senior. We plan to do that wherever possible directly to the senior's home, to work towards that commitment of keeping seniors active and in their own homes and communities.

Ms. Bryden: But if there are no community health centres or what they call health service organizations in the area, you cannot link the seniors up with that kind of community health delivery. You have to get the Ministry of Health involved in extending those facilities. This is one of the problems you face until you get the government on side on developing community health services. There is no place to refer the people to.

1650

Hon. Mrs. Wilson: There are in fact seven regional centres now, and five new ones coming on stream to provide that sort of assistance for seniors on a regional basis; they will be served on that basis.

The one-stop is to provide access to the community-based services, such as home care and the physiotherapists and the occupational therapists and the nutritionists and so on, who would visit in the home, as well as the services which come under home support services from the Ministry of Community and Social Services, such as crisis intervention, Meals on Wheels, friendly visiting and so on. We provide them the co-ordinated and integrated delivery of both the health and social services that are currently available at the community level.

Ms. Bryden: I am just pointing out one big gap in the community health services that the Ministry of Health has not really addressed very much, and that is the health service organizations and the community health centres which are alternative deliveries of health care without fee-for-service.

Hon. Mrs. Wilson: During the discussions at our last meeting, there was an unclear reference to charges to residents in long-term care facilities, and I was not sure, from the question, whether you were referring to charges for residential care or charges for extended care at long-term institutions.

Ms. Bryden: Extended care.

Hon. Mrs. Wilson: Okay. The extended care copayment is the same flat rate per diem for residents who are in extended care, and that copayment is \$22.08 per day. That is for ward accommodation. The copayment is derived from the minimum income which is guaranteed to seniors through the old age security, through the

guaranteed annual income system for the aged and through guaranteed income supplement. It ensures that low-income seniors will be able to pay their way, the room-and-board portion in the extended care facility, and also have the comfort allowance of \$112 per month left to them.

Increases to the copayment correspond in amount and timing to the quarterly inflationary adjustments. That is the only adjustment that is made to the copayment and, in fact, did correspond exactly to increases in income through old age security and guaranteed income supplement. Extended care rates for private and semi-private accommodation are slightly more.

Ms. Bryden: Still, it is probably beyond the means of a lot of the people who are required to pay the full amount. It is a burden on the family, and soon uses up the savings.

Hon. Mrs. Wilson: Perhaps I should clarify. The copayment of \$22.08 per day is derived from the minimum annual income that a senior would receive through OAS, GIS and Gains-A, so the poorest senior, without any other additional income or assets than what is provided—

Mr. Jackson: Unless the family is cashing the cheques.

Hon. Mrs. Wilson: —would be able to pay the \$22.08 per diem and still have the \$112 per month comfort allowance. Our lowest-income seniors would fall in this area.

Mr. Jackson: But are we not talking about ancillary fees, as well: getting the hair done, laundry, all those things that are not regulated, that are not audited as frequently? I was not here for Ms. Bryden's statement, but I was here for the amendments to the Nursing Homes Act, which I worked on extensively. I know that was identified and I know we did not come up with solutions. Have you been sensitized to that problem, are you aware of it and do you have any guidance for this group?

Hon. Mrs. Wilson: The \$112 comfort allowance is provided to seniors to take care of those things like gifts and hair-dos and cigarettes, or whatever, the personal sorts of items that a person might want to have but not have to account for on a daily basis. Therein comes the \$112 comfort allowance.

Mr. Jackson: Included in the comfort allowance are some hygiene matters, laundry and so forth. That's the point, that \$112 is stretched as far as the degree to which the charges in a sole market—I mean this is a monopoly, you are not going to go out from a nursing home to have your hair done. It is done at one place at a set price in

that institution; you pay that price, period, end of sentence. Same with the laundry and with other services. I am not suggesting it will be controlled or regulated, but that is the area of concern that advocacy groups have raised.

Ms. Bryden: Those are the sort of complaints that I have also received. The allowance is really not sufficient for what they are expected to pay.

Hon. Mrs. Wilson: The new improved extended care act that we are working on now will look at some of these issues that people have raised. This issue of additional charges for additional services is certainly one thing that they are looking at in the development of that new act.

Mr. Jackson: Are you looking at drugs outside the Ontario drug benefit?

Hon. Mrs. Wilson: That will be part of it.

Mr. Jackson: Okay.

Hon. Mrs. Wilson: There was a question regarding the funding of a home renewal program for the disabled. The Ontario home renewal program for disabled persons was established as a separate program in August 1987 with initial funding of \$1.5 million, which was designated to cover the costs of accessible improvements to approximately 100 homes. As a result of the overwhelming response to the program, funding has increased by 400 per cent, in December 1987, to \$7.5 million.

It is an extremely important program. We recognize that as being of great value to the disabled in the community, many of whom of course are elderly. This increase in funding to \$7.5 million has allowed us to assist with modifications for 751 homes at a cost of about \$10,000 each. I am having ongoing discussions with the Minister of Housing (Ms. Hošek) with regard to the Ontario home renewal program. If there are particular concerns that you wish me to raise directly with her I can certainly do that. I will be most happy to do so.

Mr. Chairman: Is this something that the Minister without Portfolio (Mr. Mancini) responsible for disabled persons called for?

Hon. Mrs. Wilson: He is very much involved in, yes; and because some disabled happen to be seniors or some seniors happen to be disabled we work closely together, on this project in particular.

Ms. Bryden: But if you have spent this year's allotment and already allocated next year's budget, people are going to have to wait two or three years for a continuation of this program. It seems to me that this is when you have to get the interest of the Treasurer (Mr. R. F. Nixon) and

the rest of the cabinet in increasing the allotment. The demand has been established.

Hon. Mrs. Wilson: The demand has certainly been established. I think that we have responded very quickly. Rather than ask people to wait two or three years, we have put the \$7.5 million up front, increased that from an initial plan of \$1.5 million. So we have been able to assist more than 700 families instead of just the first 100 that we had initially planned on. Certainly this is an area we are tremendously interested in because the need exists.

It was noted when we last met that the Ontario home renewal plan income cutoff was too low at \$14,000. Perhaps I should just clarify that. A home owner is eligible for assistance under the Ontario home renewal program if the adjusted family income does not exceed \$21,000. In fact, the limit is higher than what was mentioned the other day.

1700

Ms. Bryden: They have finally recognized inflation, I guess.

Hon. Mrs. Wilson: Considerably. It is now \$21,000. The program is intended to assist low-income households to bring their homes up to the building standards, and this has been of particular assistance to seniors who may be on fixed incomes. The allowable maximum level has been reviewed and has been increased each year since 1985. The Ministry of Housing is currently reviewing this issue as well.

Ms. Bryden: I hope they will, with the cost of repairs and renovations also skyrocketing.

Hon. Mrs. Wilson: Last week, the coverage and funding of the home care program were questioned with regard to blocking hospital beds. In reviewing my notes, it is my impression that the member suggested that we had blocked hospital beds because there are acute care patients who cannot be discharged as home care is not available to them. Is my understanding correct?

Ms. Bryden: Not entirely; there are chronic care patients in the acute care hospitals who cannot be sent home and cannot find a place in a chronic care hospital. We are short of both acute and chronic care beds, but we certainly should not be using acute care beds for chronic patients.

Hon. Mrs. Wilson: Then the issue of home care was not the issue. I had understood you were concerned about patients not finding home care when they were discharged.

Ms. Bryden: They could be discharged into home care, which would be even better than into

a chronic care bed, but you do need longer home care than is now available. In most cases it is only a month or two now.

Mr. Chairman: Many of the chronic care patients are beyond the ability to have home care supply their needs. They could not cope with just home care.

Hon. Mrs. Wilson: But if there are people being discharged who are in need of home care and who are not receiving home care, I would be pleased to look into any situations that you might know exist. I am not aware of any, but if you are I will be happy to check on them.

Ms. Bryden: The thing is they are not discharged because the doctor does not sign the slip when he sees they have no place to go. I do not blame him for not doing that. There has to be some sort of transitional service, and it may have to be fairly long-term, to keep the patient looked after in the home, not in the hospital.

Hon. Mrs. Wilson: I will get into some of those issues a little bit later.

Mr. Jackson: I would like to get into that in more detail, but I would rather let you get through and then look at it.

Hon. Mrs. Wilson: Another issue that was mentioned was waiting lists for assisted housing. Waiting lists exist for a variety of reasons. Seniors' standards of housing acceptability have changed over time in terms of living space and also location preference, so it is not uncommon to find some units lying vacant at the same time as there are waiting lists.

The Ministry of Housing is addressing the need for affordable housing for seniors and other groups and in the past two years has committed approximately 4,000 nonprofit housing units for seniors. The government remains committed to addressing this issue.

The new initiatives such as Homes Now, Project 3000 and the other nonprofit housing programs will work to expand the number of units to about 18,000 units. These will be for seniors and other groups over the next three to five years.

Ms. Bryden: That will knock the waiting lists down very quickly.

Hon. Mrs. Wilson: I have found that many church groups in particular—some community groups, but certainly church groups—have met with me over the last number of months, groups that are interested in developing seniors' projects in their areas, so I know that seniors will receive an appropriate share of those housing units which

have been announced and which we are working on.

The other addition to the whole housing issue which I find particularly important, particularly for small communities or communities that may not have the expertise in developing housing projects, is the housing advocates program that the Ministry of Housing is developing. The housing advocates actually go out into the the communities and help them to identify what their housing needs are, whether it be for family housing or seniors housing, and how much.

The advocates work with municipalities and also with the federal government to develop housing on surplus government land. They are also able to intervene to help the nonprofit housing groups get through the red tape and approvals in a speedy manner, and they are working to encourage municipalities to consider zoning bylaws so that they can accommodate low-cost housing, things like intensification, accessory apartments and so on.

Under Housing First, 12,000 units are going to be developed through the sale of government lands and 35 per cent of that will be targeted for affordable housing.

Ms. Bryden: A lot of the church groups or nonprofit groups just cannot find affordable land in Metropolitan Toronto. It is just not within the price level that they can afford, so there is going to have to be more land provided by the government or by some sort of subsidy for them.

Hon. Mrs. Wilson: The Ministry of Government Services and the Ministry of Housing are working co-operatively to free up government lands for affordable housing projects. We have seen some examples of that announced recently. I know it is the intention of those two ministries to continue to work together to provide that, recognizing, as you have, that land availability and land cost is often a great portion of the housing cost.

Ms. Bryden: We will believe it when we see the list whittled down, when projects are ready to go and waiting. Right now they cannot find the land in many cases.

Hon. Mrs. Wilson: The next issue that was discussed was the need for alternative housing. We recognize that there is a need for supportive housing for the frail elderly. Our care requirement study, which was released last March, actually found that 55 per cent of residents in extended care beds, in homes for the aged and in nursing homes required less than the 90 minutes of direct care per day, which is the minimum for eligibility for the extended care program.

At the same time that the care requirement study was released, the Minister of Community and Social Services (Mr. Sweeney) announced his intention to provide alternative and supportive housing for the frail elderly. Perhaps rather than some of those people going into institutions inappropriately, they may be more effectively served in their own communities. The ministry will be testing smaller grouped homes, and supportive-living apartment units as well as group home settings, to provide care options for many of those seniors who currently find themselves institutionalized. We are working very closely with the Ministry of Community and Social Services on this important initiative.

Mr. Daigeler: Are there any examples of that already?

Hon. Mrs. Wilson: The Ministry of Community and Social Services has newly announced that program and it is in the planning stages right now.

Ms. Bryden: Also, it was pointed out in the House that the Ministry of Community and Social Services has long waiting lists for most of these programs and does not seem to have any source of money to overcome them. They say, "We have run out of money this year." The program may come into effect later.

Hon. Mrs. Wilson: This issue will be addressed, I would think, in the next fiscal year.

To Mr. Daigeler, there are some supportive housing projects that are on stream now. They are not part of the new supportive housing developments that the Ministry of Community and Social Services is getting into, but there are some projects for special-needs groups which are on stream now. Cobourg, for example, has the Cobourg Legion Village which provides 42 units. There is another in Woodbridge which provides a 113-unit apartment complex with supports along with the apartment residential arrangements.

1710

Mr. Jackson: Have you checked the construction costs and the per unit costs of those buildings? Have you ever done a number exercise to examine how expensive that is?

Hon. Mrs. Wilson: I have not personally, but perhaps Mr. Heagle would know of some.

Mr. Jackson: If you could look at the per unit construction costs of those and report back, I think you would be fascinated to find out how much value you are getting for the dollar on those. I had it exposed to me, and it is

mind-boggling. I know that there is a whole thrust towards—

Hon. Mrs. Wilson: Mind-boggling in which direction?

Mr. Jackson: How expensive they are. I realize that when you downscale there is a tradeoff. You get a higher expense, but when you downscale like that, which is the current thinking—people want us to develop these in modules of six, seven and eight people maximum, and even then they are too large. The economies of scale on this thing are frightening. I just wondered if you, as minister, have been made aware, or if you had thought to break down the per unit value of constructing and funding a retirement nursing home in the intermediate stage.

When I had it done for me, it exposed some surprising things. I would feel more comfortable if you, as minister, understood the financial implications instead of just the policy response to a need. When we get into funding, I would feel a lot more comfortable if someone had brought that to your attention in a little more detail.

Hon. Mrs. Wilson: I might just comment on one of the supportive housing units which houses 10 seniors in Ms. Bryden's area, Stephenson House. The per diem there is \$40.42.

Mr. Jackson: I am sorry; I was talking about the construction costs to produce the building, the per unit costs.

Mr. Daigeler: Are you saying they should be in the institutions instead?

Mr. Jackson: No. I am merely stating that any minister who is looking at alternatives should also look at the cost to produce them. We are talking about housing here. We are not talking about basic living costs because you get into subsidies as well. We are just talking about straight construction. We are talking about developing these units. I just wondered if you were aware of the costing implications, not what we charge the subscriber, the tenant or the senior; that is clear, that has been exposed to you?

Hon. Mrs. Wilson: We do have that information. I would be pleased to provide that at our next meeting.

Mr. Jackson: I want you to satisfy us that you are aware of that element of it, rather than specifically reporting; unless other members would be interested, I have seen the data.

Hon. Mrs. Wilson: Every issue, of course, is a balancing act between the appropriate policy and the appropriate funding. I am well aware of your concern there and assure you that the

Treasurer has indeed impressed on all the need for fiscal responsibility.

Mr. Chairman: Mr. Jackson, do you have a figure that you have heard?

Mr. Jackson: I have analyses of some specific buildings that were constructed in the Niagara Peninsula that we are now—

Mr. Chairman: In what range? Do you have any idea?

Mr. Jackson: I do not want to go on record because I do not want to be picking figures out. I am not asking the minister to pick figures out of the air. I know that it was more expensive than the private sector institutional costs. I was quite shocked to see the kind of value we are getting for our dollar in the construction end of it.

Hon. Mrs. Wilson: I will provide some information.

Ms. Bryden: When you are looking at alternatives, have you looked at these for-profit seniors homes that are now being built and funded by Canada Mortgage and Housing Corp. in some cases? The senior ends up in a little bachelorette or one-bedroom place that is really not suitable living for anybody who wants to do anything but have a room.

It is not controlled by any rent review. It is possibly a retirement home that would come under your new legislation; but in my view it is a new development that is, I think, exploiting seniors who are on waiting lists for publicly assisted housing. What is being provided is not good housing. It is very limited and really confines seniors to a room with a few recreational facilities in the basement. It is not real living for a senior who has been used to running her own life and having her own home.

Hon. Mrs. Wilson: The rest and retirement home industry which is out there now is unregulated and ranges from very small family-oriented facilities where there might be one or two or three seniors, to very large luxury establishments where we might find up to 500 seniors. That industry is currently unregulated. It is my responsibility, as minister for senior citizens' affairs, to look at regulating standards of care in the rest home industry.

We found that there were very few data out there, so that in order to develop policy we first needed to know the extent of the industry we were dealing with. We are just completing and preparing for analysis and for publication the survey of the rest and retirement home industry that we have completed over the last months. It gives us an insight into what the industry is, who

is in it, how large the units are, what sort of care is being provided. We can move from there, having this initial bit of information, into discussion of how we might move to regulate standards of care in those homes.

Mr. Jackson: Have you been familiarized with what is going on in Hamilton?

Mr. Chairman: Excuse me, Mr. Jackson, Mr. Daigeler is questioning.

Mr. Daigeler: With regard to the samples that you gave earlier before we entered this discussion, could you give a brief description of what actually happens? I think the concept is very interesting and worth while. Perhaps you could give us some idea of what actually happens when some of the extended care patients are in the community. How is that done?

Hon. Mrs. Wilson: I have moved on, Mr. Chairman. I started in on rest and retirement homes. Do you want to go back?

Mr. Daigeler: Can you give me some examples of home care?

Hon. Mrs. Wilson: Perhaps I could tell you about Stephenson House, which is in Ms. Bryden's riding. This is a home for 10 seniors who were in institutions and who have been brought now to this group home where a staff of four cares for them. The staff prepares the meals and does the laundry and provides an interesting program for these people. I have gone out to visit them and to talk with them and have lunch with them.

These are 10 people who need supervision and assistance with just the daily acts of living and who may have been in an institution at one time but who really do not require 24-hour care or the type of direct care that is needed in an extended care facility. These are people who would certainly have been institutionalized were it not for a place like Stephenson House, which is providing alternative housing with supports.

Mr. Jackson: Just on the point the minister was on with respect to regulating the rest and retirement home industry: Are you familiar with the work that is going on in Hamilton-Wentworth with respect to the pilot bylaw?

Hon. Mrs. Wilson: Hamilton-Wentworth is one of five municipalities which regulate rest and retirement homes with their municipal bylaws. There is some question of the legality of municipalities being able to regulate standards of care, and that is one of the reasons we are working on the whole rest and retirement issue at the provincial level. I understand that the

community has been discussing a model sort of bylaw which would allow them to do that.

Mr. Jackson: But have you seen any of those in any detail or read any of the reports?

Hon. Mrs. Wilson: I have some of that information, yes.

Ms. Bryden: I can certainly vouch for Stephenson House in my riding. It was an innovative project developed by Judith Leon and Senior Link, which is a service group for seniors. It has saved a lot of institutionalization for the people there. They live practically as a family.

What I am more worried about are these profit-making retirement houses; they are called prime time housing developments. Three or four just opened up in my area and I have visited them. The facilities are very limited and there is no rent control or anything. I think people will sell their house and move in there and at the end of two or three years will not be able to afford the rents because they are quite high and they can keep going up.

They will also not find it a sociable living arrangement. It is really just a room with a bath. A lot of them do not even have cooking arrangements or anything more than a hotplate somewhere nearby, so they have to rely on meals which makes it very expensive too.

1720

Mr. Chairman: Ms. Poole, did you have a question?

Ms. Poole: Yes. Actually it was a supplementary to Mr. Jackson's question when he was talking about the bylaws for the municipalities for rest and retirement homes. I am not familiar with those and I presume there are no Metropolitan Toronto municipalities which have these bylaws in place.

Hon. Mrs. Wilson: There are five communities in the province which have moved to regulate rest and retirement homes within the municipality, Hamilton being one of the notable ones. There is not one within Metro Toronto—no, actually Etobicoke is included, and the city of Hamilton, Windsor and York region, all have moved to regulate to one degree or another. Of course in all municipalities, rest and retirement homes would come under the local bylaws which have to do with the building code and fire safety standards and so on. The medical officer of health in each area would be the person responsible for standards of care within rest and retirement homes.

Ms. Poole: Of these five municipalities, is there one model you would favour at this time or

are you just at this stage investigating all the possibilities?

Hon. Mrs. Wilson: We are looking at all options, in fact a wide range of options; looking at what each of the municipalities is doing, but beyond that as well before we move to making a decision on how we will move exactly.

Ms. Poole: Just a final question. Do you have a time line in this regard, or at this stage is it too premature to say when you will have completed your study and made recommendations?

Hon. Mrs. Wilson: The survey will be published very soon and will be released to the public. One of the other initiatives we have undertaken in this review of rest and retirement homes is the establishment of an advisory committee. The members of that committee have wide-ranging expertise and come from all areas of the province. They have told me they will be submitting their report to me in early spring.

Mr. Chairman: Carry on, please.

Hon. Mrs. Wilson: The next issue was with regard to the property tax grant. There was a suggestion that it should be indexed. The property tax grant program began in 1980 at \$500. There were no increases at all prior to the time this government came into power. Since then we have increased the property tax grant by 20 per cent, from \$500 to \$600, which represents more than twice the rate of inflation over that two-year period. The amount of money put in the budget for this increase was \$55 million.

Ms. Bryden: It is a good catch-up process—you did a little more than catch up—but the question is, how much longer will they have to wait until the next increase when it is not indexed?

Hon. Mrs. Wilson: I guess the question that comes up there is, what would you index it to? Would you index it to inflation? Would you index it to the increase in the property tax itself? Would you index it to the education portion of the property tax?

Ms. Bryden: I think if you are trying to help seniors stay in their own home you would index it to the property tax itself, both education and other needs, because that is one of the costs of living in a house which you cannot control.

Mr. Jackson: I would like to flag this for the minister on that point with respect to what my community just went through with conversion and market value assessment, which severely hit senior citizens who had gone their entire lifetime with their equity and are now in later age and, as a result, really have no other inflation protection

than their home. They are now mortgaging their home as a function of paying the taxes.

It was very difficult. Our council had a modest phase-in period for our seniors, but of interest to you is that the city of Toronto is considering it. This is going to have a wicked implication for seniors, not only in their own homes but also in apartment buildings. This is a direct-line pass-through under your rent review system, which is terrible. That is directly passed on to those people.

Even in older apartment buildings, older homes, we are looking at increases of \$2,000 and \$3,000 in taxes. You pose a good question: What do you tie it to? I merely wish to introduce to you the notion that in the debate on market value assessment, which is going to emerge in the spring in the city of Toronto, seniors are going to get hurt badly. That is what happened in Oakville; that is what happened in Burlington. Those are my most recent experiences.

The Treasurer had phase-in dollars for his own region of Brant-Haldimand. He has seen fit not to have phase-in dollars in other parts of this province, and I submit to you that it is well within your mandate to dialogue with the Minister of Revenue (Mr. Grandmaître) and the Minister of Municipal Affairs (Mr. Eakins) with respect to what impact market value assessment, imposed or otherwise, will have on seniors.

I hope you will address that, because the point is being raised here for you that \$600 really will not—if the system were consistent and ongoing perhaps you would have an argument that your increase would be fair ball for a few years, but when people are going to have doubling, tripling, quadrupling of their taxes, we know in Toronto there will be serious fallout problems for senior citizens. Many will be displaced, because their pension total will be very close to what their taxes will end up being.

It is a serious problem and I hope you will get your mind around it before it is imposed on those citizens and we find out after the fact. I will leave it at that, but that is a political event which is going to hurt a lot of senior citizens.

Ms. Poole: Supplementary to Mr. Jackson's comment—in fact, he pre-empted me on it, I was going to bring up that very issue. I would caution Mr. Jackson, though, that there has been no stated intention of this government to impose market value assessment on Toronto and you can be assured—

Mr. Jackson: Did I say it was your government that would impose it? Did I say that?

Ms. Poole: I think you implied that.

Mr. Jackson: No, actually it has only been imposed once. That was by your government in Haldimand, because you had seven municipalities and five voted for it and two against it. It was imposed on those two, using incentive funds. I am merely stating to the minister that if the city of Toronto goes into market value assessment and all the dialogue about impact and phase-in, there is a legitimate argument to cushion the impact for seniors. That is all I am saying.

I would hope the minister is, first, sensitized to it; and second, is not afraid to get into the dialogue on it, whether it is the city of Toronto which approaches this government, whether it is the Metro region which approaches this government or you as the member who approaches this government. That is all I am saying.

Mr. Chairman: We may be tending to get into dialogue or debate.

Mrs. O'Neill: I am very happy Mr. Jackson prefaced his final remarks by "if." I find some of his assumptions, especially with a new council, very lacking in data and foundation. I am sure the minister will attend to the difficulties which will be presented to seniors, whatever happens at every level of government.

Mr. Jackson: It did not happen in Halton. That was our point. Mr. Carrothers knows from Oakville, I know from Burlington; it just did not happen. We just hope it does not happen in Toronto, because the numbers are three times as ugly.

Mr. Chairman: The minister is aware of it. I would like to see us get through the response here.

Mr. Jackson: Great, I thought we were making great progress.

Hon. Mrs. Wilson: We will move on then quickly to a concern which was expressed about prescription drug use among the elderly. This was a concern raised by Ms. Bryden, and I must say this is an issue which has been of great concern to me and one I have had the opportunity to speak out about in the past number of months. I have been meeting with seniors' groups to discuss their feelings as well about the issue of drugs and the elderly.

1730

The Minister of Health formed the pharmaceutical inquiry in Ontario that we call the Lowy commission. Dr. Fred Lowy is the former dean of medicine at the University of Toronto. That commission was established to look at all aspects of the government's role and influence with

regard to prescription drugs in the marketplace. The inquiry held several sessions and is now holding public hearings in several places in Ontario.

I had the opportunity to bring forth the concerns of senior citizens, acting as their advocate to the Lowy commission. The concerns, of course, are from a prescriber's, a dispenser's and a consumer's point of view. There is the issue of overprescription. There are problems with compliance. Seniors who do not perhaps see well or who may not have as good a memory as they once had perhaps have difficulty in complying.

Overutilization of medication is an issue seniors have talked with me about. Sometimes a change in lifestyle might be more appropriate. A warm glass of milk at night and a walk in the cool air might be more sleep inducing and more appropriate than a sleeping pill that might be prescribed. They have talked with me about the side-effects of their drugs. Often one prescription may actually obscure the real medical problem that exists. Multiple drug interactions are causing acute care admissions to hospital.

Overuse of psychotropic and hypnotic drugs is something that has been talked about, particularly in institutions. Some families have talked to me and said they feel patients in institutions are kept on a schedule of drugs to make things convenient for the staff. People have talked to me about inadequate instruction from either physicians or pharmacists in the use of the drug, how it should be taken, what it should not be taken with and so on.

Seniors have also talked to me about poor drug packaging, that these wonderful child-proof caps that are necessary for the safety of children make it almost impossible for seniors to even get at the drugs they need to take. A little arthritis can make that very difficult.

I know the Minister of Health is expecting the inquiry to report its findings on the public hearings early in 1989, so that is very close. She is expecting the final report of the inquiry by the end of 1989. I think we have made good progress there and have brought on to the public agenda a topic that is extremely important. It gives us the opportunity to educate the consumer on the whole issue of drugs.

Another issue that was raised was the McMaster Educational Centre for Aging and Health. The question was asked whether it is meeting the educational needs of different areas of the province, particularly the north. McMaster's new and expanded continuing education program

in ageing and health includes the geriatric educational traineeship. It is a five-day program for currently practising physicians to improve their educational and clinical skills. Five of the 13 are from the north.

On the telemedicine series in geriatrics for family physicians, two thirds of those participants are from the north. The geriatric assessment workshop, which is run in collaboration with Niagara College is available to 80 health care providers, 40 of whom are nurses. The telemedicine series on gerontological nursing and rehabilitation offers 33 programs. They average nine sites per program and more than two thirds of those sites are in the north. So we have worked to fill those needs which are quite pressing in the north.

The geriatric educational development unit is there to offer a resource in geriatric and gerontological education. They develop self-instruction materials. They also disseminate information on current topics.

McMaster also has a collaborative arrangement with Lakehead University, and therefore serves northern Ontario educators. They offer a geriatric education fellowship and continuing education events. They also provide an annual conference at McMaster, which I attended this past April. Geriatric specialists and interested people from around the province, from the north and the east and elsewhere, are part of that conference. We are working there to consider how their programs can be strengthened in that forum.

The other group that was organized by McMaster is the Ontario University Coalition for Education in Health Care of the Elderly. This group was formed to represent all five Ontario university health sciences centres and its agenda, if you will, is to improve education and health care of the elderly through the sharing of information. I have had the opportunity to meet with those geriatric specialists to talk with them about how they see geriatric education going in the future and the needs we have in that area.

Ms. Bryden: Do you have a figure on how much money is going into this geriatric program?

Hon. Mrs. Wilson: The McMaster Educational Centre for Aging and Health was allotted the sum of \$12 million to develop its program over a five-year period.

Ms. Bryden: So it is not \$12 million a year; it is \$12 million divided by five.

I would like to give notice that I would like to ask some questions at a later meeting about the regional geriatric program that was announced

today by the Minister of Health, and perhaps the other members of the committee may want to look at that. We just got the announcement today from the Minister of Health.

Hon. Mrs. Wilson: I would be pleased to provide you with information about the new regional geriatric program. I am quite excited about it. In fact, I was the person who made that announcement this morning at Sunnybrook Medical Centre. There are many details I would be very pleased to share with you at another of our meetings. I could provide that information for you.

Ms. Bryden: Was there no announcement in the House? I know there was no copy on my desk but I thought maybe it went to the Health critic. Was there an announcement in the House about that today or was it made elsewhere?

Hon. Mrs. Wilson: The announcement was made at Sunnybrook hospital.

Ms. Bryden: Do you not think it should have been made in the House first?

Hon. Mrs. Wilson: The geriatric community within the city has been planning for some long time and really putting a great deal of its energy and commitment into the planning of this program. The opportunity to actually go out and meet with those people who are the movers and shakers in the whole area of geriatric medicine was a good one for me, to go out and meet with these people and see at first hand exactly what they are doing in their day program in the clinical setting and so on, which will be the regional geriatric program. So the announcement was made on site today.

Ms. Bryden: I do not know whether the other members of the committee feel the Legislature should be the first to hear about these things, and then you can expand on them elsewhere. It does not give them an opportunity to comment in the Legislature on the program when it is first announced.

Hon. Mrs. Wilson: All members of the Legislature have now received copies of the release and I would be pleased to provide full details should we have the time. It is an extremely interesting program.

Mr. Chairman: Ms. Bryden has served notice she would like us to come back to it later.

Mr. Owen: Ms. Bryden has been seeking some clarification with regard to the McMaster Educational Centre for Aging and Health. You have told us of the programs that are involved in bringing doctors down for the five-day program. What sorts of projects do they have under way

with regard to research? How many patients do they have at the establishment? Is it a large one or a small one? Are they doing some planning ahead for certain problems of ageing? Can you give us some help on that?

Hon. Mrs. Wilson: Certainly, one of the aspects of the program is research, the others being education at the undergraduate, graduate and post-graduate levels.

Mr. Owen: But I think part of the \$12-million endowment originally was for research as well. I am just wondering what they are doing.

1740

Hon. Mrs. Wilson: Do we have examples? I can get you some of the examples of the research projects they are working on, because a considerable amount of that money is going into research.

Mr. Owen: Have they taken on specific problems of ageing and are they working on certain problems at that hospital, or is it just sort of a general, scattered approach? Do you have any information on that?

Hon. Mrs. Wilson: I can provide the specifics for you.

Mr. Owen: If you could, what numbers of patients are there in that particular setting?

Hon. Mrs. Wilson: The next issue that was raised was regional seminars for seniors. It was thought that perhaps there was not ample opportunity for seniors themselves to provide input.

In fact, the seniors' input to the seminars is not limited to just the question and answer period, which is a half-hour at the end of the day. Seniors have an opportunity throughout the day at the seminar to engage the speakers and panellists in dialogue, as well as to present their concerns directly to me. I have made it a point to be available throughout the entire seminar to talk with seniors in small groups and individually, over lunch, at coffee breaks and so on.

As well, the workshops in the entire afternoon session are workshops for the seniors themselves to discuss together the particular topic for the day, which might be anything from learning to live alone to recreation activities for seniors to healthy lifestyles. So they do have ample opportunity, I think, throughout the day to actually provide their input.

It seems to me that is exactly what they want. They want a chance to talk about what is important to them, what things are going well and what things need to be changed. That, for me, is the value of the workshops, to actually get out and meet, not with the seniors' groups, which

I meet with regularly, but to go out and talk with just regular folks, the grass-roots seniors, about the things that are important to them, practical things in their day-to-day lives.

I was asked how the invitation lists were developed and whether advertising was used. What we did, to gather interest in the seminars, was to put together a very comprehensive mailing list of all the local agencies, regional seniors' clubs and also interested unaffiliated individuals. The local Ministry of Community and Social Services offices and the local elderly persons' centres, as well as all the local clubs, helped us put together that mailing list. We asked each of the clubs if they might nominate three seniors who might wish to attend.

We also placed ads in the local media so that we could attract seniors who may not be part of an organized group, and in fact some of them did come. We used print and radio. We also sent letters to individual MPPs asking members to invite nominations from their local constituencies. That is where we are finding the seniors to attend the regional seminars and I am very pleased at the response we have had to date.

Ms. Bryden: I saw the agenda of one conference and it appeared to have very little time. I think there was less than an hour for the workshop. Then, if there was any time after the panels, there could be the odd question, but that was about the only opportunity for the attendees to participate. The rest of the day was panels, speeches, welcomes and so on. You need some of that, but not for a whole day. I thought the seniors were getting very little opportunity.

Hon. Mrs. Wilson: In actual fact, the entire afternoon was dialogue among seniors. I think the luncheon as well provided that opportunity in an even more informal way than the afternoon sessions and there was time following the panel in the morning to interact with those people. The evaluation sheets seemed quite positive, and certainly it is the input from the seniors that we want. It is their input to us that is the most important thing we gain from the seminars. There is no doubt about that.

Ms. Bryden: I guess my main concern is that we do not consider conferences the be-all and end-all of the work of the office. There must be much more advocacy for seniors throughout the provinces for the kind of services that are needed, and they must have more clout in the cabinet as well. There cannot just be a conference centre, an educational body that meets with small groups.

Hon. Mrs. Wilson: Perhaps I may just carry on with that point. In order for the minister to be

an effective advocate for seniors, it is vitally important that the minister be in touch with seniors themselves. I meet regularly with the seniors' groups. Certainly my own advisory committee—and we see Mrs. St. Lawrence is here today; thank you again for coming—provides me with very wise counsel on issues that affect the elderly.

As well, there are the groups such as the United Senior Citizens of Ontario, the Ontario Coalition of Senior Citizens' Organizations, Canadian Pensioners Concerned Inc., the Older Women's Network; there are a number of seniors' groups. There are also a number of care providers whom I meet with regularly, the geriatric medical people, the Victorian Order of Nurses, the Red Cross and the advocacy groups for seniors, such as Concerned Friends of Ontario Citizens in Care Facilities.

But beyond those regular meetings, I believe it is important for me to talk with what I call ordinary folks, ordinary seniors out of the community. Certainly that is part of my responsibility in being able to advocate effectively on their behalf around the cabinet table and elsewhere.

Ms. Bryden: I certainly think the Ontario Advisory Council on Senior Citizens does play a very important role. It has been established for a long time and is a wonderful leader at the moment and has been over the years. I do not know whether they get discouraged producing these excellent reports year after year and seeing so little progress in many areas. For instance, the 1987-88 report has a piece on dental care that refers back to 1980 and 1984 reports. They are still hoping for more action.

Hon. Mrs. Wilson: Another issue that was mentioned was the situation of a 50-year-old woman who had just been released from an institution after 17 years and who needs attendant care. There was the suggestion that there is a need for more attendant care. I am not certain of the specifics of that case. I know this person is not a senior citizen, but if you could provide those details to me, Ms. Bryden, I would be more than happy to check that out.

Ms. Bryden: I would be very glad to.

Hon. Mrs. Wilson: Thank you. Accessibility to escalators and subways was brought up and there was mention of a need for escalators in new subway stations. I certainly recognize that the lack of escalator service can pose difficulties for many disabled people, some of whom happen to be seniors.

The Ministry of Transportation is now working with six municipalities—St. Catharines, Ottawa, Sudbury, Hamilton, Belleville and Metropolitan Toronto—to develop accessibility demonstration projects, the cost of which will be financed at the rate of 90 per cent by the ministry. Escalators will be among the possible accessibility improvements.

The Toronto Transit Commission is also reviewing the accessibility of its existing capital stock. The one area where escalators are particularly absent is from the ticket area up to the main street. We often have escalators which go down the second level to the subway, but access from ticket level to the street will be one aspect of the review that the TTC is undertaking.

The Vice-Chairman: Mr. Jackson, do you have a question on this item?

Mr. Jackson: No, Madam Chairman.

Hon. Mrs. Wilson: Another item that comes under recreation which was mentioned is the fees at Ontario Place. Ontario Place board has established a seniors' committee which, I am very glad to see, is going to look at the programming for seniors and also at the free day designation for seniors, so that seniors will have half-price admission and also a designated free day, when they will still have the opportunity to attend without paying a fee.

1750

Ms. Bryden: I think the Royal Ontario Museum has had a seniors' committee for quite a long time to assist them to attend.

Hon. Mrs. Wilson: Yes, it has.

Ms. Bryden: It seems like a good procedure to follow.

Hon. Mrs. Wilson: There was also a need to improve accessibility to provincial parks and the need to encourage seniors to use the parks. Any renovation projects undertaken by the Ministry of Natural Resources are now looking at accessibility features. Certainly seniors are very active members of groups; I know in my area we have a number of seniors who are very active in the Bruce Trail Association and also in the Federation of Ontario Naturalists. We are finding that they offer bus trips and so on.

Actually, one complaint I do get from time to time is that seniors come into the parks during the week, when there is no charge, and take up all the good places which are then not available to families during the weekend. So you can look at that from two points of view, if I might say that with just a little humour.

Ms. Bryden: We do have prebooking now, I think, at spots. Whether they had prebooked—

Hon. Mrs. Wilson: Are you a camper?

Ms. Bryden: No.

Hon. Mrs. Wilson: I grew up in a campground. My parents ran a summer campground, so I can speak from experience on that one.

Another concern that was raised was seniors' involvement in planning. There was some suggestion that perhaps seniors are not consulted during planning stages. I want to talk about that in some detail, because there is an important history of consultation with seniors during the planning stages. My predecessor, in planning A New Agenda, undertook a quite extensive consultation tour across the province and met with seniors in 20 different locations. Then, following the release of A New Agenda, another round of consultations took place in the fall of 1986.

Prior to the selection of the pilot sites for one-stop access, my office consulted with 30 different communities between January and March 1987. These meetings were well attended by seniors and they gave good contribution and good information during the sessions. I am now engaged in the round of seniors' seminars which will be held in six locations around the province.

I also meet formally and informally with seniors in their own communities. I have mentioned some of these seniors' organizations I meet with on a regular basis. They have changed their executives and we will be starting a new round of meetings as soon as estimates are over with.

We have also involved seniors extensively on the advisory committees. Of course we have the Ontario Advisory Council on Senior Citizens, but also the Ontario Place seniors' committee and the ROM seniors' committee. In the development of our new extended care legislation we have an advisory committee which includes seniors; and the same for the Advisory Committee on Rest Homes. We have invited submissions from all the seniors' groups on each of those issues as well.

Seniors are good at response; seniors are good at writing letters too. Seniors are never shy about telling me exactly what they think about an issue and I appreciate that candour.

Ms. Bryden: They have discovered grey power.

Hon. Mrs. Wilson: Absolutely. Another issue which was raised—and I think, Ms. Bryden, this is the last issue I have to cover from your very

comprehensive remarks the other day—had to do with the copayment for assistive devices. You questioned how people who had small incomes could pay the 25 per cent copayment.

At this time, the policy is that the government pays 75 per cent of the approved cost of selected assistive devices and then the client is responsible for the remaining 25 per cent. This policy actually originated back in the early 1980s on the recommendation of the Assistive Devices Advisory Committee. The policy reflected an understanding that for an individual who required assistance with his share, that is the 25 per cent, that support would be available from voluntary agencies such as the March of Dimes or perhaps third-party insurers. It was expected that joint funding of the copayment would be available from municipalities, the Ministry of Community and Social Services and also the federal government.

If you do have concerns about specific individuals, again I offer to get involved and assist in that regard.

Mr. Jackson: You are a brave lady if you are going to do that. I will be bringing some then. I appreciate the offer.

Hon. Mrs. Wilson: Maybe we will have to hold off those meetings for another while.

Ms. Bryden: Those who do not need wheelchairs have a permanent advantage.

Hon. Mrs. Wilson: I will be pleased to take up the concerns with the Minister of Health (Mrs. Caplan).

Mr. Jackson: What about revenue matters, waiving of the sales tax on medical devices for seniors, therapeutic beds, purchase of certain equipment where the sales tax is waived? Are you familiar with the program of the Minister of Revenue? I have a handful of those.

Hon. Mrs. Wilson: Are you suggesting there has been a precedent established for some individuals in this area?

Mr. Jackson: There is a program. There is a threshold and there are those who fall on either side of it. I am getting an increasing number of seniors who have modified beds, modified furnishings to aid and assist them in their mobility, having severe difficulty getting the

minister to waive the sales tax. That is a special part of the program. I do not know how involved you have become in that. I just want to know if the offer of your role as advocate stands for that as well.

Hon. Mrs. Wilson: I would be happy to take matters up with the appropriate minister.

Mr. Jackson: Great. Thank you.

Hon. Mrs. Wilson: That completes my response to Ms. Bryden's response. It was quite detailed and I hope I have been able to provide, in turn, the detail you require. We have made some notes about some additional information which we will provide at our next meeting.

The response to Mrs. Cunningham's statement is much briefer. Her response was more general in nature as opposed to specific, but perhaps we should wait to do that when she is present.

The Vice-Chairman: Your timing is absolutely perfect.

I understand we will not be meeting on Thursday. We will be meeting next Tuesday. I am not sure if we have the room yet.

Hon. Mrs. Wilson: It will be next Monday.

The Vice-Chairman: Oh, are we going to meet on Monday as well?

Mr. Owen: But not on Tuesday.

The Vice-Chairman: Sorry, I misunderstood then. Monday rather than Tuesday of next week, in this room at approximately 3:30 p.m.

Ms. Bryden: Will it be seniors again on Monday?

The Vice-Chairman: Yes, we will be continuing on the same subject matter. Mrs. Cunningham's questions will be answered, as far as I know.

Hon. Mrs. Wilson: Yes. Actually, the response to her questions is fairly brief, so we should be able to get into general questions.

Mr. Jackson: I can assure you that we will be seeking equal time and we appreciate that you will be brief.

The Vice-Chairman: Then I presume we will be going to the black book of estimates for the votes.

The committee adjourned at 6 p.m.

CONTENTS**Tuesday, November 22, 1988****Estimates, Office for Senior Citizens' Affairs****Adjournment** S-368**STANDING COMMITTEE ON SOCIAL DEVELOPMENT****Chairman:** Neumann, David E. (Brantford L)**Vice-Chairman:** O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

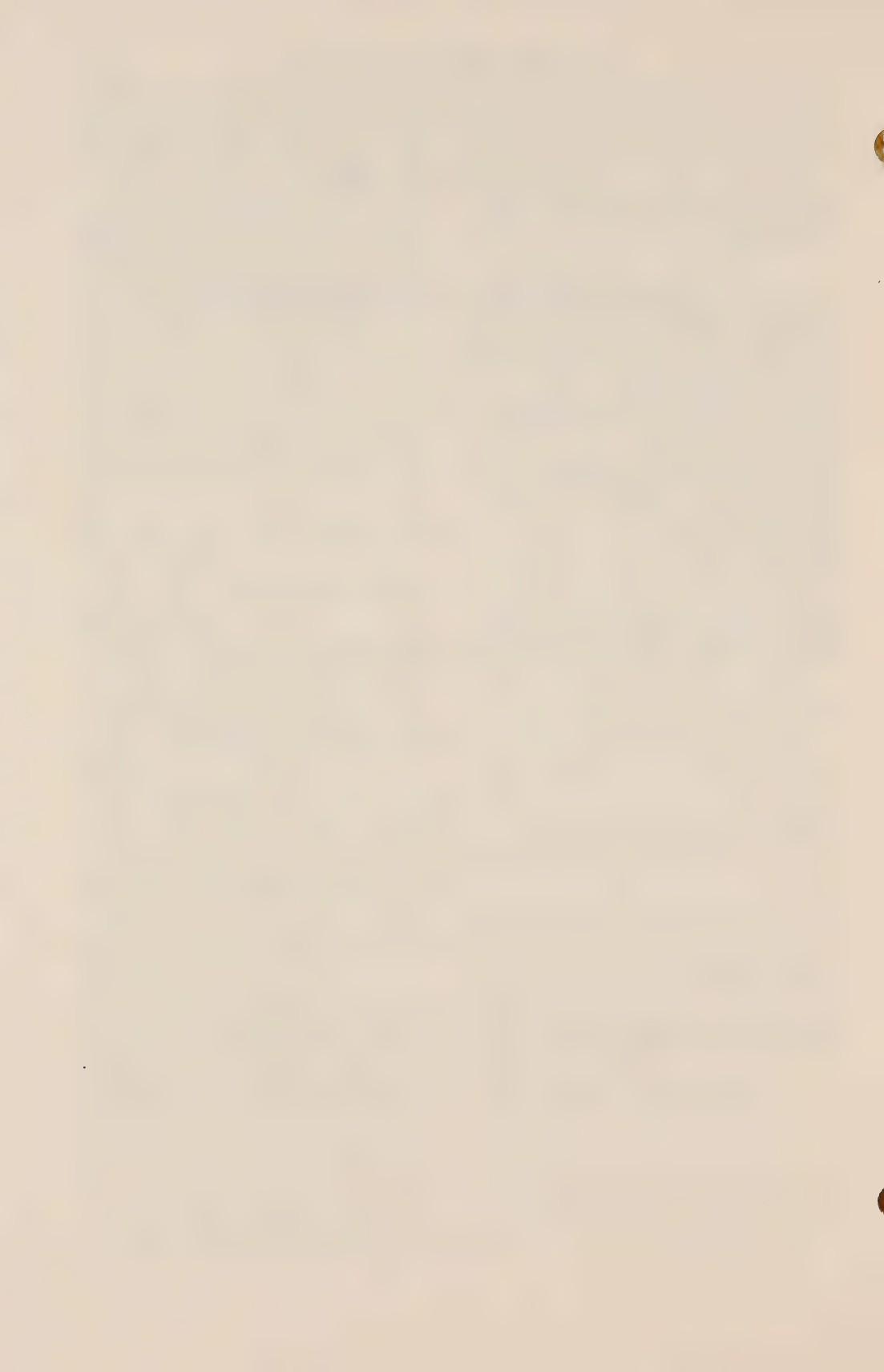
Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Clerk: Decker, Todd**Witnesses:****From the Office for Senior Citizens' Affairs:**

Heagle, Glen, Special Adviser

Wilson, Hon. Mavis, Minister without Portfolio (Dufferin-Peel L)





CAZON
XC12
-S77

No. S-15

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Office for Senior Citizens' Affairs

First Session, 34th Parliament
Monday, November 28, 1988



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, November 28, 1988

The committee met at 3:45 p.m. in room 228.

**ESTIMATES, OFFICE FOR
SENIOR CITIZENS' AFFAIRS**
(continued)

Mr. Chairman: I call the meeting of the standing committee on social development to order. We are considering the estimates of the Office for Senior Citizens' Affairs with the minister, the Honourable Mavis Wilson. We are at vote 3301, item 1. Having completed the minister's statement and the statements of the opposition critics, we are still hearing responses by the minister to the statements of the opposition critics. I believe the minister completed responses on Ms. Bryden's statements and now will begin the response on Mrs. Cunningham's statements.

Hon. Mrs. Wilson: During the response, Mrs. Cunningham raised a number of points with respect to the role of the Office for Senior Citizens' Affairs. She mentioned that people tend to get bounced around from ministry to ministry and also asked about the co-ordination of delivery of services. I would like to clarify that the Office for Senior Citizens' Affairs is in fact one of the advocacy offices within the provincial government. I am responsible, then, for strategic planning and for the development of specific policy initiatives as well as policy co-ordination.

At the Office for Senior Citizen's Affairs, we also provide information to seniors and connect seniors with the appropriate ministry that implements the program and also with the appropriate agencies. I also act as an advocate on their behalf. My office is not responsible for the direct delivery of specific programs for seniors. These rest with the line ministries. There are 18 different line ministries that deliver programs to seniors. While the Office for Senior Citizens' Affairs is involved in policy co-ordination, we are not responsible for reorganizing the Ministry of Health and the Ministry of Community and Social Services.

Another area that was raised was with regard to the integrated homemaker program and, in particular, homemakers' wages. I think there has been recognition that there is a problem with regard to homemakers' wages. The issue is very complex, and there is a very strong need to

develop a long-range plan. We need to resolve homemaking funding issues. We also need to ensure that there is an adequate supply of visiting homemakers.

We need to view the issue from several aspects—wages and status of the profession, training, supervision and administration—but I do want to give assurance of this government's commitment to resolving the issue fairly and equitably. MCSS, as you know, is currently reviewing comments from interested parties on the recommendations of the report of the interministerial committee on visiting homemaker services, which was released this past summer.

Mrs. Cunningham also suggested that there are some homemaker agencies that are experiencing difficulties. A number of homemaker agencies claimed to be in difficulty two years ago. At that time, the Ministry of Community and Social Services was made aware of these difficulties and put in place selective initiatives to address them. To the best of my knowledge, we have not lost an agency, but if a member could provide details of agencies that may be experiencing some difficulty, I would be pleased to bring them to the attention of the Minister of Community and Social Services (Mr. Sweeney).

There was a concern expressed with regard to delays in environmental inspections in nursing homes. Although there have been some delays, I want to assure the member that environmental inspections continue to be carried out on an ongoing basis. Under the new management compliance system, which was put in place in June of this past year, environmental inspections take place as part of the compliance adviser's review of the home. Should problems in the area arise, then the compliance adviser immediately refers the matter to the Ministry of Health's environmental inspectors.

There was a contention that inspections for fire safety are no longer being conducted, and certainly the member was quite right in saying that the fire safety inspections are no longer carried out by the nursing homes branch. They are now being carried out by the fire safety inspection service of the fire marshal's office of the Ministry of the Solicitor General. That change became effective September 6, 1988.

1550

The use of the Ontario fire code ensures that all nursing home inspections are consistent with fire safety standards that are applicable to all provincially funded institutions. The fire safety inspectors work with the nursing homes branch with regard to referrals or prelicensing, or in response to fire safety complaints that may have been made. I understand as well that fire safety and inspection services is now conducting a detailed building audit of all the nursing homes.

There was a comment that, as of July 1988, only two annual inspection reports were available in the Ministry of Health library. I want to clarify that statement as well. The member actually is quite right in saying that there has been a problem with the availability of this year's health inspection reports, but I want to emphasize very clearly that there has been no delay in the actual completion of the reports.

It was the production of the reports that was delayed because the nursing homes branch has now implemented its improved system of licensing under the compliance management system. While it was in the process of changing from the old system to the new compliance management system, a computer change was required. That caused the delay in the production of the annual report. As of November 1988, most of that backlog has been cleared. The reports have now been sent on to the library and are available.

There was a question with regard to the progress in creating a community service network. I would like to address this as well, because this government has made considerable progress, of which we are very proud, in the creation of a community service network. We introduced the integrated homemaker program in 18 communities within the last two years. That is way ahead of the original seven-year implementation program that had been envisioned.

We have expanded and enriched home support services for seniors. There was very little being done in 1985. About \$5 million was spent that year on home support services for seniors. This fiscal year, \$49.9 million will be directed towards home support services for seniors. There are now 1,370 services across the province as well as enriched funding to provide programs with funding stability. This is a record of which we are very proud.

We have introduced new Alzheimer's support services. In 1985 there was one Alzheimer's support service funded by the provincial government. Today 35 programs are being funded.

The number of elderly persons' centres has risen dramatically. We now fund 53 and have committed 25 more. Approximately 90 million new dollars are directed to home support services. That, members of the committee, I think you would agree, is very real progress. I acknowledge that there is more to be done. This has been, in the past, a very underdeveloped area. I will continue to work with my colleague the Minister of Community and Social Services with regard to further development of this sector.

At this time, we are working on the development of a plan for residential alternatives for the elderly and redirecting a portion of the Ministry of Community and Social Services capital development fund to appropriate alternatives. That is just one example of a new initiative that we are undertaking to strengthen community alternatives for seniors.

That completes my response to Mrs. Cunningham's response. I do have material now which addresses issues that were raised at our last meeting from various members of the committee.

Mr. Chairman: I think that would be a good way to start off, for you to circulate that material and tell us what it is.

Mrs. Cunningham: At the very first meeting when the minister was making her introductory remarks, I responded with a few questions, but of course I had not have not had a chance to look at them in just the few moments. As I remember, it was just a short statement that I had prepared as well, not having seen the minister's statement.

I do have specific questions with regard to her statement that I would like the minister to respond to, that in fact relate directly to the estimates themselves. I am not sure at what time you would want me to do that.

Mr. Chairman: I think if we get the additional information the minister has brought with her today, then we can go to questions. I wanted to seek the guidance of the committee before we go any farther with respect to the allocation of the balance of our time with this minister. We do have four votes and we usually seek guidance on whether we are going to stack the votes at the end or allocate the time in a staged manner.

Ms. Bryden: Could I have one supplementary on the minister's response to Mrs. Cunningham's statement that came up in my mind as she was going by? It is about the fire safety and the building code regulations being reviewed and an inventory made of the buildings. Is the same group looking into the heat and ventilation

problems that led to a certain number of deaths apparently due to the heat waves last summer? There was discussion that guidelines were being sent out to the various institutions to upgrade their heat, air-conditioning and ventilation facilities and to give education in how to meet or beat the heat.

Mr. Chairman: I appreciate that is an important question. However, I did indicate to Mrs. Cunningham to hold off for the moment until we had the presentation of the balance of the information from the minister. Then I think I should go first to Mrs. Cunningham, since it was the minister's response to her statement that we just heard. We will come back to you in a few moments if you do not mind, Ms. Bryden.

Would you present the balance of the information? Then we will get into these questions and answers.

Hon. Mrs. Wilson: Yes. At our last meeting, Ms. Bryden had asked for an explanation for the increase in the estimates between 1987-88 and 1988-89 in corporate services, and there is a handout. Does everyone have that? Okay.

Mrs. O'Neill: May we ask questions on this?

Hon. Mrs. Wilson: I have a detailed response. There may be questions after that.

Mr. Chairman: Let's hear the response first.

Hon. Mrs. Wilson: I will draw your attention to the handout. The right-hand column shows the total increase in our 1988-89 corporate services estimate as \$4,615,200. The breakdown of this increase is shown at the bottom right-hand corner under item 2.

The first figure of \$76,800 represents salary awards of four per cent plus benefits. The second figure of \$65,100 represents an annualized increase for the position of French-language services co-ordinator, as per the French Language Services Act of 1986, to enable the office to provide services in the French language.

For the first time, our printed estimates show three new line items. These are new activities for this office. The third figure of \$2.5 million represents the amount that is allocated to the access fund. I should note that \$150,000 of this amount has been converted to operating costs, which include the salary dollars for the 1.5 positions that were mentioned in our last meeting.

The fourth figure of \$1.5 million represents the amount that is allocated to the one-stop access initiative. The fifth figure of \$500,000 represents the amount allocated to the geriatric gerontological training initiative.

The sixth figure of \$26,700 represents a transfer in direct operating expenses from this vote and item to the Ontario Advisory Council on Senior Citizens, which covers increased costs in the production of the Especially for Seniors newsletter. One of those increased costs had to do with mailing costs which were increased by our federal friends. Secondly, we are finding an increase, as you know, in the number of seniors in the province. That Especially for Seniors publication goes out to every senior in the province.

That total increase, then, is \$4,615,200. I think that this points to the importance and credibility of the work that the Office for Senior Citizens' Affairs is performing. We have had a 134 per cent increase allotted to our corporate services to put in place new initiatives on behalf of the senior citizens of this province. We also received \$209,900 for the summer experience '88 program; however, that amount is recoverable from the Ministry of Skills Development.

I believe that satisfactorily answers Ms. Bryden's question concerning our increase on the corporate services estimates for the 1988-89 fiscal year.

1600

Mr. Chairman: Is there a question of clarification?

Mr. Jackson: Yes. Perhaps the minister did not wish to be misleading, but would part of the increased printing costs not be associated with the increase in the provincial sales tax for printing purposes, so when that is added to the federal sales tax it nets out a 21 per cent increase in provincial tax, because it is calculated on the federal base? This is what seniors have to go through with their telephone bills and their cable charges.

Perhaps the minister is sensitive to what they have to go through, which she is now going through with her printing costs. I know she made a veiled reference to the feds, but I really think it was the impact of Mr. Nixon's decision on the—

Interjection.

Mr. Jackson: But you would be aware of the fact that there is tax on any printing done outside of this building. You would have been subject to that tax.

Hon. Mrs. Wilson: My information is that the greatest percentage of that increase has to do with postage costs.

Mr. Jackson: But you are aware, therefore, that the increase in sales tax is also reflected in this.

Hon. Mrs. Wilson: It is reflected.

Mr. Jackson: Thank you. I just wanted to make sure you knew what was going on.

Mr. Chairman: Question of clarification.

Mrs. O'Neill: I wondered if you could say a little more about that geriatric training line.

Hon. Mrs. Wilson: Certainly, we talked at our last meeting about the initiative at McMaster University. Twelve million dollars has been provided to the Educational Centre for Aging and Health at McMaster University. As a complementary initiative to the McMaster University initiative, we will be working towards providing changes to the medical curriculum at the other health sciences centres across the province, that is, an announcement from the throne speech and one that we are developing at this time.

Mrs. O'Neill: So would you be working with the deans of the faculties of medicine? Is that how this has all being implemented? Or how do you go about doing something like that?

Hon. Mrs. Wilson: When the McMaster centre announcement was made—when they had an agent—each of the five health sciences centres brought forward its proposal to a competition. McMaster University was the winner of the competition. It was felt at that time that there would need to be complementary initiatives as well in each of the other health sciences centres, so that each of the centres had developed a proposal at that time.

Through the geriatric training initiative it is our intent to provide education and training by the curriculum to undergraduates, graduates and postgraduates with regard to the ageing process and how to deal with the elderly. We believe that this is important for a number of reasons. I can bring up an issue that has been before us for the past number of months, the issue of the use of prescription drugs around the elderly. That was felt to have been a problem for the prescriber, the dispenser and the consumer. We feel that we can address that prescriber problem by making physicians more aware of how drugs interact, how a change in metabolism of the elderly may change the way a drug may be used within that person's system.

Mrs. O'Neill: I guess the main thrust of my question is whether the deans and/or the faculties have agreed to accept the moneys from this initiative. In other words, they have agreed to this initiative, to change their curriculum. May I assume that?

Hon. Mrs. Wilson: There is, in fact, a formal group now of geriatric specialists from each of

the health sciences centres who are working to promote geriatric training and who are actively supporting the changes to the curriculum. It is a group I have met with and talked with about this initiative. They are very supportive and will be working in their own universities to develop their own initiatives.

Mrs. O'Neill: That satisfies me.

Mrs. Cunningham: Just following through on that then, would it be possible to get a breakdown on where the \$500,000 has gone?

Hon. Mrs. Wilson: The geriatric training initiative is in the planning stages at this moment. Funds have not gone out at this time.

Mrs. Cunningham: So where is the \$500,000 now?

Hon. Mrs. Wilson: The \$500,000 is in the budget.

Mrs. Cunningham: Is it to be dispersed before March 31?

Hon. Mrs. Wilson: That is correct.

Mrs. Cunningham: Will this be a people budget, or will it be a budget for curriculum documents? What is it going to be?

Hon. Mrs. Wilson: Each of the health sciences centres will develop a proposal which they will bring forward to the Office for Senior Citizens' Affairs. We will be working in conjunction with the Ministry of Colleges and Universities and the Ministry of Health.

Mrs. Cunningham: We have called for those proposals now, they are aware of this money and they know what it is for? The criteria have been set up for access to this money?

Hon. Mrs. Wilson: All of that is under development right now.

Mr. Jackson: On that point, when I was talking in prior estimates to the Ministry of Colleges and Universities we uncovered a general question that had to do with a Management Board general restraint letter. The minister was gracious enough to identify those areas for cutback.

Procedure around here is that with four months left to go it is highly unlikely that this half a million dollars will be spent in this fiscal year. Do we have your assurance that those moneys will be transferred prior to that, and that those funds will be expended? Are you offering that assurance now? I am trying to understand your statement. The other ministers were clear with respect to (a) restraint and (b) the identification of where the restraint was. I assume that all funding for curriculum purposes, post-secondary trans-

fers, are on a one- or two-year lag. Are you advancing those dollars prior to the program being implemented?

Hon. Mrs. Wilson: In reply, I think it would be fair to say that the program is in the planning stages now. It is my hope that the program will be under way and funded in this fiscal year. That is my aim.

Mr. Jackson: If this is an actual program it is highly irregular that we would have something that starts up, say, in February or March. We do not actually have the program now under way, with students. Is that not correct?

Hon. Mrs. Wilson: It is my hope that we will—

Mr. Jackson: I understand your hope. I do not want you to reiterate your hope. I am merely trying to get a handle on this rather unique method of transferring funds to a post-secondary institution or a health services institution before the program is even operational. Are you saying that this program will be operational and funded? My understanding is that the admissions to the program are not public. It is still at the planning stage. Who on your staff is responsible for this program, and who on your staff can report in more clear terms as to where it is?

I understand your aspirations, and I do not want you to repeat them for a third time. You have this personnel around you. Someone must be responsible for this and can report in an exact fashion, which is why we are here.

Hon. Mrs. Wilson: Perhaps, then, I would ask Mr. Heagle to address this.

Mr. Heagle: The specific project leader who is in charge of that project is Mrs. Ann Kirkland. On the other hand, I doubt that she can respond to the member's questions in any other way than already has been done as the initiative still requires approval, and until such time as it is approved, I can not give you any specific—

1610

Mr. Jackson: Approval by Management Board or approval of the specifics of the project from McMaster?

Mr. Heagle: Approval from cabinet.

Mr. Jackson: Approval from cabinet. So really, minister, you are not in a position to state that these funds will be spent if it has not been approved by cabinet.

Hon. Mrs. Wilson: It is my hope that these funds will be spent. Cabinet will still be addressing this issue.

Mr. Jackson: I will close on that, Mr. Chairman, but perhaps then I can, for the record, ask a question and you can appropriately fit it in. It is a question that is being asked of every minister in every estimates, and that is the restraint memo of the Chairman of Management Board (Mr. Elston), that we are on target for the \$1.7 billion deficit when the Treasurer (Mr. R. F. Nixon) felt that he would be under the \$1 billion. I understand all ministries have been tagged, even yours. Could you confirm to the extent that you have been notified of that and to the extent to which you are planning and you have presented to Management Board your areas for cuts?

That is basically a general statement. If you want to get at it now, fine. I did not want to get offtrack, but I should serve notice that it is a question that we would like to see, if this minister would be forthcoming as well as all the others have.

Hon. Mrs. Wilson: I am well aware of Management Board's constraints, as I am a member of Management Board, and certainly have taken into account directives of Management Board in preparing the estimates for the ministry. I would be prepared to provide further details—

Mr. Jackson: At some point, you will show us the line items which you do not feel you will be able to expand this year.

Hon. Mrs. Wilson: I can provide further details.

Mr. Jackson: Great. Whenever the chair feels it is appropriate, then.

Mrs. Cunningham: I have three questions to do with the programs. I have asked my—

Mr. Jackson: I interrupted a supplementary to Mrs. Cunningham's question, Mr. Chairman.

Mr. Chairman: Yes.

Mr. Jackson: I apologize.

Ms. Poole: I think we are going in rotation, Mr. Jackson.

Mr. Jackson: Is it pure rotation or is it rotation on a line of questioning?

Mr. Daigeler: We have not even started the rotation.

Mr. Chairman: No, we have not.

Mrs. Cunningham: Then maybe I could finish my question.

Mr. Chairman: Actually, if I could clarify where we are. The questions that I am entertaining at the moment are questions of clarification to the answers the minister is providing from issues raised last day.

Mrs. Cunningham: And I was picking up on Mrs. O'Neill because I had further questions to what she was raising.

Mr. Chairman: Right.

Mrs. Cunningham: I have a question on the access fund and one-stop access, based on the document that she has given us, which of course helped me because they were questions anyway. When she presented them, I may as well take advantage.

Mr. Chairman: I think what got on to this track is that the document the minister provided is basically a restatement of the overall budget that we are looking at, and it is getting us into some pretty basic general questions.

Mrs. Cunningham: I think what all of us want is that if we have questions, to get them answered. Then we are satisfied.

Mr. Chairman: That is right.

Mrs. Cunningham: If we ask them now, then that is it.

Mr. Chairman: Okay.

Mrs. Cunningham: I think you have the enviable job of telling us when we have already asked the question and I do not intend to do that, I can assure you.

Mr. Chairman: Yes, okay.

Mrs. Cunningham: Others may have the same. I do not know how you want to handle this. I may have one question and someone over there may want to pick up on it. I do not—

Mr. Chairman: I see three or four hands. You have asked one question. Can I come back to you after we have a couple of other people on?

Mrs. Cunningham: Okay.

Mr. Chairman: All questions are related to this handout that the minister just presented.

Mrs. Cunningham: Yes.

Mr. Chairman: I will go to Dianne Poole next and then to Marion Bryden.

Ms. Poole: I am going back to corporate services and the access fund, which I gather is \$2.5 million in the 1988-89 budget. I presume this would be just the senior citizens' affairs portion of the access fund.

Hon. Mrs. Wilson: That is correct, yes.

Ms. Poole: There is another \$2.5 million that would also be the office of disabled persons?

Hon. Mrs. Wilson: That is correct.

Ms. Poole: Can I ask you why there is one fund for the two? Obviously it is separated in your budget. Why does senior citizens' affairs

not have a separate access fund totally apart from disabled persons?

Hon. Mrs. Wilson: The fund is designed to make community halls and meeting rooms, such as legions, churches and so on, fully accessible to seniors and the disabled. Many seniors are frail and many disabled persons happen to be seniors. It is for their access to social and recreational activities. Once you have made a building accessible to the frail elderly, then it is also accessible to the disabled. It seemed appropriate that we work together on this initiative.

The office for disabled persons actually performs the administrative function. As you have noted, 1.5 staff are supplied and paid for by the Office for Senior Citizens' Affairs to assist the Office for Disabled Persons in administering the program.

We have found that most of the applications that come forward provide for renovations to facilities which serve the elderly and disabled at the same time. There are a few which pertain specifically to seniors and a few which pertain specifically to the disabled, but generally, the needs are quite similar. For ease of administration it seemed appropriate that we work together. It has worked very successfully.

Ms. Poole: I guess the thing that I am unclear about is how you prioritize whether the \$50,000 grant comes out of your budget or the budget of the Minister without Portfolio responsible for disabled persons (Mr. Mancini). Obviously, there are many areas where they would be used by both seniors and the disabled. How do you work that out? It just seems to me a fairly confusing way to do it.

Hon. Mrs. Wilson: Perhaps I can ask Mr. Heagle to get into the technical answer to that particular question.

Mr. Heagle: Basically, all the projects are reviewed both in terms of their objectives and in terms of the technical aspects. If I understand the member's question correctly, it is not as complex as it might sound. We now have more applications than we have funds for, basically. It is not a problem of jockeying back and forth between disabled and seniors. It is a matter of prioritizing each specific list. We have not had any difficulties with our review committee on that to date.

Mr. Chairman: Ms. Bryden, it was your question that triggered this. Do you have a supplementary?

Ms. Bryden: Yes. I do appreciate the ministry giving us a detailed written breakdown when

asked a question about where the increase comes from. But on the \$500,000 for geriatric training, which presumably will go to McMaster University, it seems as though the stage it is at, really, is that it is only a gleam in the minister's eye, if it has not gotten through cabinet yet.

I do not know whether it is customary to put in the budget amounts or programs that have not been approved by cabinet, yet I think we need geriatric training in order to make the regional geriatric program work. I hope it would apply to all programs throughout the province under that regional program. Is it going to cover all programs? Is that the idea?

Hon. Mrs. Wilson: Perhaps I could clarify that. The funding for the geriatric training program is separate from but complementary to what McMaster University is doing. It is education—not clinical, but education. This is a throne speech initiative. It was announced in the last throne speech so it is in this budget to indicate support for that throne speech initiative and is under development currently.

Ms. Bryden: But it still has not been approved by cabinet?

Hon. Mrs. Wilson: It is under development. Cabinet is meeting every week from now until the end of the fiscal year, I understand, so there will be an opportunity to consider that.

Ms. Bryden: Does it supplement all the regional geriatric programs with additional staff training for them?

Hon. Mrs. Wilson: The geriatric training initiative is to add to the current curriculum for undergraduates, graduates and post-graduates, the geriatric component. We want to add this to the curriculum for people who are in training right now so that when they come out, they have an adequate understanding of the needs of the elderly and, indeed, of the ageing process. But we cannot wait until all of the new graduates graduate. We also need to do some work with all of the physicians who are out there right now and who have great numbers of elderly people in their practice. So we want to include initiatives to provide professional development, upgrading and education for those people, as well.

Mrs. Cunningham: Just as a general comment, I would question why you have an education program to be delivered at colleges and universities in this budget. I think it is confusing. I do not know what the mandate is, but as an editorial comment, which we can get into later, no wonder things are so confusing.

My question is on the access fund. I am not sure whether Dianne Poole's question and mine are the same or whether her concerns are the same as my own, but I understood you to say this fund will be administered by one ministry. Is that correct? I am talking about the access fund—one ministry, and that is the Office for Disabled Persons.

1620

Hon. Mrs. Wilson: That is correct.

Mrs. Cunningham: So we have \$2.5 million in your ministry budget. Is that the same amount that is in the other ministry budget?

Hon. Mrs. Wilson: It is \$2.5 million in each budget for a total of \$5 million.

Mrs. Cunningham: Okay. Has it always been the case that just the one ministry does the administration?

Hon. Mrs. Wilson: The access fund is a new fund. It has been in operation for about one year.

Mrs. Cunningham: And it has always been administered by the one ministry?

Hon. Mrs. Wilson: That is correct.

Mrs. Cunningham: Do you have your criteria for the funding with regard to seniors and are there separate criteria for the Office for Disabled Persons or is it just one set of criteria for both ministries for that fund?

Hon. Mrs. Wilson: The application form that goes out to the community is very specific. There is one set of criteria for the access fund. We operate it with an interministerial committee. The access fund committee actually looks at the proposals and finalizes the proposals together, but for people out in the community who are applying for the fund, the criteria are very clearly laid out.

Mrs. Cunningham: There is one objection we have received in our office on behalf of churches and legions, which run a lot of programs, in that access to the program they are requesting funding for, and the kinds of things they want to do in a project, do not meet the criterion of being used exclusively by seniors and disabled persons, especially when it is to do with churches. It is something I would like to make you aware of.

We have had a number of letters; we sent them back on the proper route, we hope. Four or five letters like that are a bit of a problem. We have made some phone calls, but they have been told that whatever the facility is for, it is to be exclusively for seniors and disabled. It is not always easy to meet that criterion. That is not

what I read into the criteria, but that is what we have in the letters. Perhaps you want us to get back to you on that. I thought you were probably aware of those concerns.

Hon. Mrs. Wilson: One of the concerns that has come up has to do with applications by churches. The purpose of the access fund is to make community halls and meeting rooms that are available to the community accessible to seniors and the disabled. Many churches use their basement rooms, anterooms and so on for meeting rooms generally, which would involve seniors and disabled.

What does not fall under the criteria, then, is the sanctuary of the church. We did have a small number of requests from churches to renovate the sanctuary for the particular group of people who then would use that sanctuary, whereas the criteria of the program are to make the area available generally to the community.

Mrs. Cunningham: But not always exclusively to seniors.

Hon. Mrs. Wilson: No, not at all. Anybody would be using the basement of the church and so on. It is just that what we want to do is make those rooms accessible so that the frail elderly and disabled population can then socialize and mix with the general population. It is definitely not exclusively for that.

Mrs. Cunningham: If you are talking about educating, that is important. There were 71 projects last year at \$1.63 million. That was what was approved and this year we have some 156 applications. I am wondering how much money has been spent to date.

Hon. Mrs. Wilson: To date, 138 awards have been made and the value of those awards to date is \$3.2 million. The awards are done twice annually, in April and October. The October deadline projects are being looked at right now. They will be announced shortly.

Mrs. Cunningham: Between the two ministries, are you expecting to spend the total amount of money, some \$5 million?

Hon. Mrs. Wilson: Yes. In fact, the groups that apply receive half the money upon approval and the other half upon completion, so in many instances the funds flow through two fiscal years. Yes, we do plan to spend the \$5 million.

Mr. Chairman: Would the minister distribute the balance of the information now?

Mrs. Cunningham: I still have a question on this. I thought we were rotating, but I will ask it quickly. It is on the one-stop access.

Mr. Chairman: I think you will have an opportunity to get into these questions later.

Mrs. Cunningham: It is the dollars and cents, though, but if you are saying I will have—

Mr. Chairman: The entire estimates process is dollars and cents. As I understood it, the sense of the minister's response was on the percentage increase that related to the question raised by Marion Bryden. Perhaps we could get the information distributed on questions raised at the last session.

Mrs. Cunningham: Just one follow-up then on that access fund: If indeed we spent \$1.63 million last year and this particular amount in the budget—I am speaking of the access fund—is \$2.5 million, the difference you show in line 2 and what you are trying to break down—I am assuming you have almost doubled the budget from last year for the access fund for your ministry. Is that correct?

Hon. Mrs. Wilson: There was no entry last year. This is a new fund.

Mrs. Cunningham: So you did not have anything there. Where did the \$1.63 million come from last year, which was spent in 1987-88, the 71 projects? I am trying to justify the new dollars. I can see that you are saying this is all new, but I am aware there was some \$1.6 million spent last year.

Hon. Mrs. Wilson: I will ask Mr. Heagle to answer that.

Mr. Heagle: As a point of clarification, obviously it did not show in our last year's estimates because it was an initiative that came in during the year. There was money put in our budget during the last year for that. The first closing date was December 1987. We had to get the program up very quickly from its announcement in the summer.

Basically, we funded fundamentally every project that was eligible and it actually cost us about \$400,000, which really represents \$800,000 because the fund pays 50 per cent initially and 50 per cent beyond. We actually spent, in that fiscal year, \$400,000 of the theoretical \$2.5 million allocation.

Mrs. Cunningham: You inherited another \$400,000 because of the other half of the projects. I understand that, but I am wondering where it was. Why would somebody say 71 projects were supported to the tune of \$1.63 million? Even if that was half the money, that is \$800,000. It would have to be in here somewhere, the \$800,000, or in your example, the \$400,000.

Mr. Heagle: It was the special fund.

Mrs. Cunningham: It is hard for us to figure out what is new and what is old. Like the government, I am trying to justify the new dollars, so that makes it difficult. Are there other special funds in that \$3.4 million spent last year that I should know about? I am assuming it is in that part.

Mr. Heagle: Not that I am aware of.

Mrs. Cunningham: I just happen to have hit on one. What are you saying it was worth last year, \$800,000 or \$400,000?

Mr. Heagle: I am saying the expenditures were approximately \$400,000, which represents \$800,000 in commitments.

Mrs. Cunningham: But then to say this year that we are spending this money and adding those same projects is just a touch misleading. These are the numbers that were given to me in a little talk that was given not too long ago. We can talk about it later. I need to have it straightened out and I do not want to take the estimates time to do that. I can even go to your administration if you prefer.

1630

Hon. Mrs. Wilson: We will be happy to provide the information that will make it clear.

Mrs. Cunningham: Great; okay.

Mr. Chairman: The minister has some additional material based on questions raised the other day.

Hon. Mrs. Wilson: With reference to Ms. Bryden's request for copies of job advertisements initiated by this office, it is my pleasure to provide this information.

Mr. Chairman: Do you have any other handouts?

Hon. Mrs. Wilson: No.

Mr. Chairman: Is there any other oral information based on questions raised last day?

Hon. Mrs. Wilson: Are there questions regarding this handout?

Mr. Chairman: Members may wish to take a few minutes to look through it and then we can deal with questions later.

Hon. Mrs. Wilson: There were questions from other members of the committee as well at our last meeting, and I said I would provide information.

Mr. Daigeler: Are we ready to start the rotation now?

Hon. Mrs. Wilson: Do you want me to reply to the other questions?

Mr. Chairman: That is what I was asking, whether there was other information you need to give.

Hon. Mrs. Wilson: Yes, I have two more.

Mr. Chairman: We are still trying to get all of the minister's answers to questions raised last session.

Mr. Daigeler: I must say you have been very generous towards the opposition.

Hon. Mrs. Wilson: Actually, these two are from other members of the committee.

Mr. Chairman: Carry on.

Hon. Mrs. Wilson: All right. At our meeting, Mr. Owen asked about projects that McMaster's Educational Centre in Health and Aging had under way with regard to research. I just want to clarify that the \$12 million is to support the centre over a 10-year period. It is basically education.

Mr. Owen: That is what I heard today. I had always been under the impression that some of it was to go to research to do exploratory things. You told Ms. Bryden earlier today that it is really essentially education and not what I had otherwise understood.

Ms. Bryden: That is the value of the estimates procedure.

Hon. Mrs. Wilson: There is a major focus on research and ageing at the R. Samuel McLaughlin Centre for Gerontological Health Research.

Mr. Owen: What kind of moneys do they receive from us?

Hon. Mrs. Wilson: The McLaughlin centre gets money from various sources. Some is from government, notably the Ministry of Health. They also receive money from the private sector. They are currently doing research in the pharmacology area with regard to antiarthritics and dementia and respiratory. They have an initiative in health services. They are evaluating day hospitals, reactivation trials, care giver burden and also the use of a laboratory in diagnoses. They are doing some basic research on the biology of ageing, on neurochemistry of Parkinson's disease, on metabolic bone disease—osteoporosis—and on dementia, Alzheimer's and others. They are covering a great deal of ground.

Mr. Owen: The sort of thing they are doing is what came to mind when I heard you, in your summary, make reference to residential care study. You were saying at the time that 55 per cent of the total sample of residents needed less than one and a half hours of care a day. I then hoped there was somewhere we were doing this

other type of in-depth study, to see whether or not they could have their hour and a half or two hours and go back to their homes. That is what I was leading up to with my questions.

Hon. Mrs. Wilson: The care requirement study gave us new information we had not had before. There were a lot of myths out there in the community about the level of care of people who are in extended care beds in the province.

What we found in that study was that 55 per cent of the people in extended care beds, nursing homes and homes for the aged actually require less than the 90 minutes of direct care per day which is the eligibility factor for the program. We found there was a significant residential component to the extended care system where there are large numbers of people who are there and who perhaps require around-the-clock supervision and assistance with activities of daily living, but not direct care.

That says a great deal to us on how we prepare our communities for the care of the elderly. Certainly, the fact that we are living longer and that we have more people who have Alzheimer's and other related disorders means that we need to look in new and creative ways at the type of care that is available for these people.

The Ministry of Community and Social Services is developing a new system of alternative care and we are working closely with them on it; for example, group homes for seniors, where perhaps 10 seniors might live together in a family setting with a housekeeper and a cook, where they could be provided with some direct care, certainly around-the-clock supervision, in more of a family setting than a large institution. We can be providing supported apartment units where seniors may live more as individuals than they would in a large institution, but would have the opportunity for people to check on them regularly and they would perhaps have meals together and so on.

The care requirement study is particularly important for us in looking at the direction we will take, and we are now working closely with the Ministry of Community and Social Services to develop a whole range of alternative settings for seniors who require some assistance.

Mr. Owen: In other words, what you are saying is somewhat similar to what the other ministry that is helping out the physically handicapped is doing, because we have apartments in our community where people come in and they help them take their baths and dress in the morning. They can help them get on to a job after they have been assisted with the morning

functions, and then they help them go to bed at night. In the meantime, during the day, they are doing other things independently of these helpers. What you are saying is that we should maybe be looking more at that sort of thing for seniors as well, rather than institutionalizing them.

Hon. Mrs. Wilson: If there is one clear message that seniors across the province have given me, it is that they wish to remain in their own homes and in their own communities, and I agree. We need to be providing a whole range of choices to provide the care and the accommodation at whatever level may be appropriate for the senior at that point in time.

Just before I move on, there was a comment with regard to the geriatric training initiative being undertaken by the Office for Senior Citizens' Affairs. That is very clearly an advocacy initiative to provide gerontological training for people who will be working with seniors, and for that reason rests with this office, which is in fact an advocacy office.

I move on then to a question Mrs. O'Neill raised at our last meeting. Mrs. O'Neill had asked about resources that might be available for a Nepean seniors' group to obtain training for volunteers.

This government certainly recognizes the very valuable contribution of volunteers and we continue to support volunteerism across the province. About one third of this province's volunteers are seniors, and theirs is an outstanding contribution. They bring all their wisdom and experience to that role. I have put together some of the resources that exist for seniors' groups.

The Ministry of Tourism and Recreation, through the Wintario development program, provides up to 50 per cent of the costs for volunteer training for recreation-related activities for community groups. It is a very popular program. It is well used by seniors. The base grants are also available for special, more long-term initiatives, which would be in addition to the funding under Wintario.

1640

The Ministry of Community and Social Services home support services is available to seniors' groups who may approach home support agencies that have volunteer training incorporated into their budgeted services.

Also, the MCSS public education and promotion unit has available a number of resource manuals and aids which assist groups in recruitment and training of volunteers. They have a new training manual for volunteers. They also have a slide presentation on recruiting volunteers.

The Ministry of Tourism and Recreation has developed a retirement planning manual and that is specifically to train retirement planners.

There are some federal resources as well. The New Horizons and the seniors independence program have initiatives which address volunteer training. The seniors independence program provides funding to voluntary organizations for community projects which will promote seniors' independence and quality of life.

We have in the Office for Seniors' Citizens Affairs co-ordinated a review of the Ontario SIP proposals which are under development. The federal New Horizons provides funding to groups of 10 or more. They do things like service-oriented activities, friendly visiting, that type of thing and also educational activities, courses and seminars.

The Ministry of Tourism and Recreation has the Wintario development program. Field staff will actually go out into the community and assist the groups which are applying for funding and also go out and assist those groups in doing the volunteer training. The contact there would be the local Tourism and Recreation field officer and there is also a Nepean seniors' support program through MCSS.

Among the local resources there is the city of Nepean recreation department. They have staff who are willing to work with seniors' groups to identify volunteer training needs and also to advise them, as they develop their resources.

Another very valuable resource is the Ottawa-Carleton volunteer bureau. They assist groups to identify volunteer training needs. They also work in conjunction with Algonquin College to provide a course for volunteers who are involved in administration, volunteer co-ordination, the drop-in programs, that sort of thing.

So there are certainly a number of resources throughout the province and in your area in particular. These certainly back up this government's commitment to providing the dollars and the expertise and the co-ordination for groups who wish to volunteer in the local community.

Mr. Chairman: That completes the minister's responses to previously asked questions. At this point I am seeking guidance from the committee with respect to the remaining amount of time. We have several votes on items and I would like to know, Minister, whether you would like to proceed to each item sequentially, voting as we go, or to stack the votes at the end.

Mr. Daigeler: Before we do that, I too would like to have a chance to ask some questions and make some comments on the minister's state-

ment. At this point we are still at the stage where the opposition comments on the minister's statement.

Mr. Chairman: That can be done under main office, item 1, which is what we are on. I am just seeking clarification from the committee as to how much more time we want to spend on main office which allows general questions and whether we wish to stack the items at the end, just so that we know where we are going.

Marion, do you have a comment? Do you wish to stack them at the end?

Ms. Bryden: Yes, I think it is a good idea to make a strategy plan. We probably have about five hours left. We had six at the beginning of the day which may mean at least two more sessions, maybe three.

I think it would be valuable to deal with vote 1 and vote 2 together and let the members of the committee select the subject they wish to question on. Then the other members can get in with supplementaries to that particular topic, but really not spend more than 20 minutes or half an hour on one topic but range over all the things and then deal with votes 1 and 2 together.

I think the third vote on the Ontario Advisory Council on Senior Citizens deserves a separate approach, perhaps to discuss the work of the advisory council, how the members are chosen for it and whether their reports are listened to.

I would recommend that, but I am willing to go along with what the committee decides.

Mr. Chairman: Mrs. Cunningham, do you have any view on that?

Mrs. Cunningham: As long as I get my questions answered, that is fine by me.

Mr. Chairman: Okay. We will go with general questions then, as long as members have them. When you want to get into specifics, let me know.

Ms. Poole: I was going to suggest the same as Ms. Bryden, that we perhaps concentrate on items 1 and 2. The vast bulk of the budget is in vote 3301, item 2, so it seems logical to me that that is where we should spend the major part of our time.

Mr. Chairman: We have approximately five hours left at this moment, and we will go to further questions.

Mr. Daigeler: I have been waiting for a while.

First of all, I just wanted to say that I was quite impressed with the clear vision that was coming through the minister's statement, especially the strategy that was being outlined. I was quite impressed with the very clear-cut objectives that

have been set and I wish to congratulate the minister on that.

But there is one main objective that I feel should be spelled out more clearly or, if it is not there, be entered. I would describe that as follows: To help seniors discover and use their own potential for building society.

On page 10 of your statement, you indicated the five strategies that you presently have. The first strategy, you say, is "to improve the health and functional status of the elderly." One may include that under that first item, but I would like to see that spelled out more clearly. What I mean is that, obviously, we are going to have an increasingly elderly population, which is going to place significant demands on our society. In light of that, I think we should try to benefit and society should try to benefit as much as possible from what seniors can still actively contribute to society. How can we get seniors to contribute in that way?

Even from a financial perspective, we know there are going to be very great demands. How can we work with seniors to spread that burden? It is something I think is difficult to pinpoint, but I would like that considered as a main objective, as a main priority: To help not only the younger people but the seniors as well discover their own potential in terms of still being very active and contributing members to society.

That is a general comment. I do not know whether there is any response to it or not.

Hon. Mrs. Wilson: The five strategies that the member refers to are the five strategies outlined in the white paper, *A New Agenda: Health and Social Service Strategies for Ontario's Seniors*. A whole chapter was devoted to improvements in the quality of life. It is in that area that your concerns, which are very important concerns, are addressed.

Attitudes do not change overnight and it is important that we work to promote the value of seniors in our society. Perhaps over the years, as we have segregated seniors from the other generations in seniors' residences and homes for the aged and so on, our children have lost some of the value of growing and interacting with older members of society on a daily basis.

1650

We are working now to promote a more positive image of the elderly. While some of the work of this office is very specific—it starts here, we spend this many dollars and we end there, and we know we have accomplished it—there are other issues which are ongoing and which are perhaps somewhat more nebulous. Certainly the

promotion of a more positive image of the elderly is one of those.

There is a public education program, the public education and volunteer programs committee, which is working in a number of areas now, with businesses, for example, to promote the use of elderly people as consultants or whatever after their retirement years, so that we take advantage of the many years of experience and wisdom that older members of our society have.

We had a commercial which was aired a year or so ago called *Grandpa's Computer*. Some of you may have seen that. That was our initial endeavour in having seniors and younger people as well see that older people are a very diverse group, that in fact the seniors' group is not one homogeneous group.

When people ask me, "What do the seniors of Ontario think about this particular issue?" I have to say: "What seniors do you mean? Do you mean wealthy seniors or seniors on income supplement? Do you mean seniors in the north or seniors in the south, rural or urban, Jewish or Chinese or Italian or whatever?" Seniors are a very diverse population, and just because you turn 65 it does not mean you are different from the way you were all the rest of your life. If you were a feisty individual all your life, Mr. Daigeler, it is unlikely you will turn into a dear, kind little gentleman on your 65th birthday.

We need to get that message out, that volunteerism in particular and through our elderly persons centres, is very valuable money spent in providing a recreational and social outlet for seniors to continue to be part of mainstream society.

Mr. Daigeler: I appreciate that obviously you have done some reflection on that. I just want to leave that thought with you for further development, especially that point you made about using retired businessmen as consultants. Obviously, we have to give seniors, as it were, greater value, but I think also that there is a certain responsibility on the part of the seniors still to share the talents they have and become involved.

I must say that in my community, on the campaigns, for example, seniors do contribute a lot. But there are others who perhaps can still contribute who are not doing it. I think it is an increasingly important objective one should be aware of.

Can I ask another question or do you want to rotate now?

Mr. Chairman: If I did not have another hand up, I would say yes, but I saw another hand up.

Mrs. Cunningham: Just another editorial comment to the minister: If you had travelled with me this summer on the Sunday shopping committee, you would have been very surprised about the concern for the quality of care with regard to families being able to visit nursing homes. People are very much concerned that if more people are working on Sunday, fewer people will visit their families in nursing homes. That was put to us by some research in Alberta. I think you should keep that in mind when we have our big debate, representing seniors. They are concerned that more people will work and fewer will visit. It was a real concern and a good study. I thought you would be interested.

Hon. Mrs. Wilson: I had a round of meetings with the executives of many of the seniors' groups in the spring. One of the issues we discussed was the local option. Many of those seniors' groups brought forward their views, both pro and con, on the government initiative. It is because I feel I need to have input from seniors to represent them effectively around the cabinet table that I welcome the opportunity to meet with those groups and also just individuals—

Mrs. Cunningham: That is great, because they showed up at every meeting across the province. It was some way to spend their summer.

But back to this. This question comes as a response to one of my colleagues. You mentioned the number 55 per cent of the seniors in nursing homes required less than required care for extended care coverage. Is that what you said?

Hon. Mrs. Wilson: I said 55 per cent required less than 90 minutes of direct care per day, 90 minutes of direct care per day being the eligibility requirement for an extended care certificate.

Mrs. Cunningham: When you say direct care, are you talking about nursing care, not indirect care?

Hon. Mrs. Wilson: We are talking about direct care. Direct care involves nursing care and such things as dressing and feeding, direct care of the individual.

Mrs. Cunningham: I need to know what that is because I am just now hitting this Price Waterhouse study and I need to know the difference between direct and indirect care in order to understand what you have said. I always thought that direct care was the expensive care for which it was necessary to hire the professionals in any institution where there are seniors. But I could be wrong and I would like that to be

clarified. This is as opposed to indirect care, which you appear to use in two different ways here on page 29. I want to understand the number that you just stated.

Mr. Chairman: Will you deal with that now or later?

Hon. Mrs. Wilson: We can certainly deal with that whole issue now.

Mrs. Cunningham: Let's do it now.

Hon. Mrs. Wilson: I will ask Mr. Heagle if he might just address that definition right now.

Mr. Heagle: May I start off by saying that when we are talking about nursing care, we are talking about nursing care as defined in the Nursing Homes Act.

Mrs. Cunningham: Okay.

Mr. Heagle: Basically, I think one can conceptualize three types of care. One can say direct care, which is literally, in the translation, hands-on care: the actual time spent with the individual, an example being, for consistency, let's say providing a medication. Indirect care would be nondirect care which is spent in relation to the direct care, the example being preparing the medication or perhaps, as someone put it to me, the time spent looking for an Alzheimer patient in order to find him and bring him to lunch. If one added those two together conceptually, one would have total nursing care.

On top of that, there is a third element, which I would call quality-of-life care, which is not nursing per se. The eligibility requirement under the Nursing Homes Act is 90 minutes of direct care requirement per day. That is what we were looking at specifically; not the total staffing ratio, not total staffing hours, but rather the needs of the person in terms of direct care.

Mrs. Cunningham: And the purpose of that was to justify our own criteria? What was the purpose?

Mr. Heagle: The purpose of that was really to find out, for the first time in this province, precisely what the direct care requirements of the nursing homes and homes for the aged population in extended care were because, frankly, we had incredibly different perspectives on the population in extended care.

I think members of the Legislature, of all parties, have said for years that we have too many people in institutions, and particularly in nursing homes, in our society. On the other hand, the Minister of Health (Mrs. Caplan) and the Minister of Community and Social Services (Mr. Sweeney) will tell you that a week never passes without their being told by the various providers

that the people entering the facility are older, frailer and more in need of care; that the facility is no longer dealing with light-care patients but, rather, is dealing with heavy-care patients.

If you put those in juxtaposition, you would ask yourself what reality is. No one had ever done a real study of the issue before. People had looked at individual wards or individual institutions, but no one had done a province-wide sample to get that picture of the care requirements. So we wanted it for the act. In preparing legislation one has literally to know what population one is dealing with and what its needs are. We wanted it for that and we also wanted it for planning, to look at the total system.

Mrs. Cunningham: But you did intend to do one on indirect care as well. Is that correct?

Mr. Heagle: Absolutely.

Mrs. Cunningham: When should we expect that one? Because I think that will very much influence the planning as well.

Hon. Mrs. Wilson: As the member is aware, there is a legal suit so that all activities with regard to the development of the new extended care act have been placed on hold pending the resolution of that.

1700

Mrs. Cunningham: I look at that as separate from the act. I am sorry but we are talking about policy and we are talking about future policy, whether we build more nursing homes or whether we put our emphasis into the community. I cannot see our just having that information. There are some things that you might tell me have something to do with this court stuff that is going on, but this is not one of them. If you have done half the study, we need to know the other half so that we are moving in the right direction.

Hon. Mrs. Wilson: The study that has been done, the care requirement study, was done by the Office for Senior Citizens' Affairs with full co-operation of the Ontario Nursing Home Association and the Ontario Association of Non-Profit Homes and Services for Seniors, as well as the Ministry of Health and the Ministry of Community and Social Services. So this was a partnership from all the groups that are affected.

Mr. Jackson: On a point of order, Mr. Chairman: That statement is somewhat misleading unless the minister clarifies that they have objected seriously to the finding. They were partners up front, and they got led down the garden path until the report was issued. They have objected vehemently to the findings and what they consider to be tampering. I do not wish

to suggest that the minister is misleading us in estimates, and hope that she would clarify that point.

Mr. Chairman: I will seek the guidance of the clerk, but I do not think that is a point of order.

Mr. Jackson: Thank you for your clarification.

Mrs. Cunningham: Just following along, my understanding is, as you stated in your own opening statement, There is "no statistically significant difference in the amount of direct care required by extended care residents in homes for the aged and those in nursing homes."

Hon. Mrs. Wilson: That was the finding of the consultant.

Mrs. Cunningham: Yes, and that is good. I do not understand what the legal action has to do with our going ahead and doing our own policy. A couple of times since I have been elected—and it has not been for very long—a minister has stood up and said "We have some legal action" and very quickly decided to go ahead with whatever report had to be done. The one that comes to mind more frequently is the one on the Lieutenant Governor's warrant.

There are two court cases against a certain hospital in town, yet that hospital was investigated, as far as our policies and our process go, while two separate court cases have been brought—one against the government and one against one of the individuals.

I am just telling you that policy work is done. We cannot wait for the courts—everybody knows how long they take—before we move forward. That is not what I am asking, anyway. That is not my question at this point in time. I look at it as the next step in developing policy. If you want me to ask a question where you can say that we have a court case and that is a problem, that is a new act and that is the answer you give me, I will argue with you on that.

But that is not my question now. We need to know what the indirect care is. I think it is just as important, or more important, for the program planning and I need to know when that is going to be done. I do not think the court case is something that we can hold in the way of that particular process. You must have something in mind.

Hon. Mrs. Wilson: The care requirement study, which was completed prior to the legal action, is before us. I would be happy to discuss that one in any way. You may have more questions on that one.

The care requirement study and further initiatives are being done to develop the act. They can be taken as stand-alone studies, but the reason for doing them in the first place was to provide the information to develop the new extended care act. Further studies are on hold at this time. Perhaps Mr. Heagle might take it further from here.

Mrs. Cunningham: Tell me what the legal implications of this are. That is what I need to know, given, I think, some more serious legal implications. We have asked two other questions where we have had whole reports on process tabled in the House, which I think relate directly to people who were psychiatric patients being on work projects. I would think those would be more direct, have more harm as far as a legal case for the government is concerned, than looking at our own policies.

I do not understand specifically what the legal implication of this is, and I need to know it and so does the public, because we are holding it up. I have been out to three different places; I am sure my colleagues have.

Mr. Chairman: The minister has asked Mr. Heagle to assist her.

Mr. Heagle: I think there are essentially two questions from Mrs. Cunningham. The first had to do with other studies and the second had to do with legal implications.

Mrs. Cunningham: Right.

Mr. Heagle: On the other studies, speaking on a conceptual basis, we have established the direct care. We have to establish indirect care and we have to establish the quality-of-life dimensions that are complementary to that.

Mrs. Cunningham: I really appreciate that.

Mr. Heagle: We also have to establish—and I am speaking purely in concept as developing in the new act—basically some very firm answers in respect to relative cost, both capital and operating. We had a financial study planned in which we were going to do that.

In respect to the second part of your question, all I can say to you is we are talking about an extremely large program. We are at almost \$700 million in terms of current expenditures, excluding the homes-for-special-care component. The shape of that program to come has very significant implications for other programs.

After that, I cannot comment as to the legal dimension of it. I do not have the technical competence to do that. I can only repeat what the minister said earlier.

Mrs. Cunningham: Just to follow through, if I may, and as a supplementary, I am still not understanding the legal problems here with regard to proceeding with what I think you think is probably a very important initiative. We are doing some things that confuse me, like building more nursing homes and at the same time trying to support community-based programs, keeping people in their homes. This is what we are all talking about. It is confusing to me and I would like to know what the specific legal problem would be.

Hon. Mrs. Wilson: I do not have the legal background to provide you with that information.

Mrs. Cunningham: Could I ask you then, as I have done in the past and as I did on the standing committee on administration of justice this summer, to get some advice? I suppose I should be asking you through the chair to get a legal opinion on what the problem will be in proceeding with our own work here.

I am sure no one wants this to be held up and that if we need the co-operation of any of these groups to proceed with the second and third parts of studies that are necessary so that we can make some good policy decisions, we will get the co-operation of everybody. I mean, people can delineate between policies where it has to do with future planning for the public—that is who we all represent—and something that has to do with cost and competitiveness in nursing homes and homes for the aged. I would like a legal opinion on where the problem is in our not being able to proceed. Is that possible?

Mr. Chairman: The clerk advises me that when committees have considered this request in the past, there have been two options. One is to ask the Attorney General to provide his advice. In most cases, if not all, he has refused.

The second is to seek independent legal advice ourselves, and we do not have a budget for that. But the minister might give some indication of who made the decision, when the decision was made and how, in terms of the delay. Is that within your ministry or is this on a broader scale?

Hon. Mrs. Wilson: The legal suit was launched in June. Since it was launched against the province of Ontario, the Attorney General is dealing with it. So the aspects of the legal suit are with the Attorney General's office.

Mrs. Cunningham: I think you should be able to answer the question with regard to the aspects of the legal suit so that we can answer when we are asked in our ridings as to why we are

not proceeding. The public would not accept that there is legal action against the government since we have had precedents within the six months I have been here for that not being an excuse.

1710

Hon. Mrs. Wilson: I do not know the details to be able to say that one is exactly equivalent to another. We may be comparing apples and oranges. I do not know that.

Mrs. Cunningham: We need an answer, and even if the minister answers through the words of the Attorney General, I would appreciate its coming to this committee rather than our having to ask the question in the House. I think we are here to get work done, and everyone else in the committee must have the same concerns. It is not enough to say there is a legal problem, without knowing why.

Mr. Chairman: Speaking of getting work done, I do have a list of others who wish to ask questions. I would like to move on. Perhaps the minister could take that under advisement.

Mrs. Cunningham: I want a response to my question.

Mr. Chairman: We just seem to be going back and forth on the same exchange.

Mrs. Cunningham: I need to know if there is going to be a response, that is all.

Mr. Beer: I wonder, on this question, when do we meet next? Not tomorrow.

Mr. Chairman: Thursday.

Mr. Beer: There are some areas that come to mind where I can see that it might be difficult to proceed if, in fact, one wanted to do a study in a certain way with groups that are before the court. Perhaps we could find out a little more specifically why that happened and report back on Thursday.

Mr. Chairman: The minister has done this with other questions, taken them under advisement and come back, so perhaps she could report further on that at our next session.

Mr. Jackson: On that point, can the minister please advise which legal firm is handling the case and the extent to which she has been briefed? I am getting a sense that the minister has not really been adequately briefed as to the legal implications. I would like to know to whom the Attorney General has assigned this case and the minister's ability to discuss the open-ended nature of the retainer or whatever. Is it ministry lawyers? I think not. Could she please get that information and the degree to which she has been

briefed, because it is her ministry that is being put on hold.

Hon. Mrs. Wilson: I would certainly make the comment that, given the dollar figures we are talking about here, a \$700-million program, I can assure you that I and my ministry officials have been well briefed on this issue. It would be inappropriate for me in this forum or in any other forum to say or do anything which may affect this issue in the courts.

Mrs. O'Neill: If I may, I think the minister has made a statement that should be attended to, and I think that the members who are asking these questions know this is the only answer that a politician, and certainly a minister of the crown, can give at this point. That goes for every litigation against the government, no matter which ministry, and there are certainly a lot of them pending. Once people go to litigation, those of us who are in politics know that ties the hands of politicians greatly. It has so many tangents and tentacles going out from all of those pages. It does not necessarily have to be every single thing that is itemized in the litigation that becomes dangerous ground.

I am always very disappointed and disturbed when groups go to litigation when good things are happening, and I think this is one of those cases.

Mr. Chairman: We seem to be at a stalemate here. I would like to see us get on to other questions. The clerk has drawn to my attention the rules of the House which apply to the committee: "In debate, a member shall be called to order...if he...refers to any matter that is the subject of a proceeding that is pending in a court or before a judge for judicial determination or that is before any quasi-judicial body constituted by the House...."

It seems to me that we are crossing that fine line, because the initial question from Mrs. Cunningham was with respect to the studies being conducted by this minister's office. With the supplementary by Mr. Jackson, we are now getting into legal matters with respect to which law firm and all of that.

Mr. Jackson: It is common knowledge, Mr. Chairman. Does the minister know which lawyer and law firm is handling this case? Are you aware? That is all I would like to know. It is a very simple question. Do you know the lawyer handling the case for the government?

Hon. Mrs. Wilson: In view of what you have just read, I feel it would be inappropriate for me

to make that comment in this forum or any other forum.

Mr. Jackson: It is public information. If I call the clerk's office, I can find out. I just want to establish whether or not they even told you who is handling the case; that is all.

Mr. Chairman: The minister has said she will take the matter under advisement and will come back—

Mrs. Cunningham: We will get what we can get publicly at our next meeting.

Mr. Chairman: What other information she is able to give, she will give at our next session. I would like to move on to another question, if I may. Ms. Bryden has been waiting patiently.

Ms. Bryden: I am going to move on to an entirely new subject that I do not think was really discussed in the leadoffs. Just as background, I have a letter here from Ward Nine Senior Link, which is a voluntary support group in my riding that has been going for 13 years, helping seniors stay in their own homes, and it has done very admirable work.

In fact, on Sunday they will be opening Hope Centre, which is a housing project. It took eight years, I think, to plan and to get the mortgage money from Canada Mortgage and Housing Corp., but it is finally being opened and there are residents living in it. It is sponsored by the board of Hope United Church, with a voluntary board assisting it.

I think it is an example of the kind of assisted housing that can be developed that enables seniors to share in apartment living, with some support particularly for those who are frail and need assistance, but there are others who just need reasonably priced accommodation. I do not know whether the minister has been invited, but she should come and see this project on Sunday.

I will read parts of their letter to you because I think it raises a new concern. This concern came out of the representative of this organization attending the seniors' housing conference in Halifax, Nova Scotia, which was sponsored by CHMC this summer. They say:

"One of our newer concerns is the issue of private for-profit seniors housing developments. It is a growth industry. It's fueled by the knowledge that 25 per cent of our population will be over age 65 by the year 2030. And they will be in a better financial position than today's senior.

"We do not oppose private, for-profit housing. Far from it. We work with developers who are willing to tailor their buildings to the real needs of seniors. We are aghast at the use of the term

'seniors building' to push poorly conceived apartments through the zoning process. We are distressed that it may not be possible for the normally caring person to distinguish easily between housing which meets a need and housing which abuses a need.

"There are several new buildings in our community, all of them for seniors, which cause us concern. One of them is a renovated apartment building, comprised of numerous bed-sitting rooms. There are a few cubbyholes intended for group socializing. The owners say it is suitable for the handicapped, but the bathrooms do not follow the recommended construction for wheelchair access. There is another seniors building, comprised of dreary bachelorettes, on another major street. No inviting common areas, no balconies, no outside recreational space. Just small little rooms, where seniors can go to live, with little incentive to do anything at all. Another seniors building, overlooking a ravine, again contains bachelorettes.

"There seems to be little effort to construct buildings for seniors which recognize that they can be active, caring, inquisitive and full participants in our community. Yet we often see advertisements today which promise 'gracious retirement living.' Gracious profits. Lonely retirements. Spectacular living for the owners.

"The problems surrounding seniors housing are similar to the pressures of inadequate affordable housing for all generations. It is unacceptable that so much emphasis is placed on providing shelter and so little thought is given to planning developments which will foster communities.

1720

"Senior Link has commenced a study of privately owned for-profit seniors buildings in our neighbourhood. This study will act as part of the basis upon which we will make recommendations to government as to guidelines for acceptable housing for seniors. Ultimately, it is for each of us, together, to decide what will be built in our community.

"The buildings mentioned above are, in our view, a sad commentary on the victory of private greed over public need. We have to do better. To that end we need your continued support."

I do not know whether this letter has been sent to all members of the committee. I hope it has been. It is signed by Terry Kelly, president of Ward Nine Senior Link. I think it is something we should be looking at.

Just one addendum, Mr. Chairman: The Financial Post for October 31st had a big spread:

"Seniors' Housing Boom: Aging Population Spells Bonanza for Developers." I would be glad to give the clerk a copy of this so we could all have a look at it.

It basically says there is a big market out there for making a lot of bucks on seniors' housing. I think it is up to this ministry to take a close look at what is being offered and whether seniors are being offered housing that is not really designed for their needs or are not being consulted as to what should go into this housing. I would like to have a bit of a discussion on whether the minister has looked into these kinds of housing units.

Hon. Mrs. Wilson: I will also comment on Senior Link, a group in Ms. Bryden's riding that has a great deal of credibility with the seniors' community and the government. I certainly welcome their studying housing for seniors within their community.

One of the initiatives we are undertaking has to do with standards of care in rest and retirement homes. Certainly, this whole area is one that has been unregulated in the past, except with regard to local bylaws related to fire and safety and so on.

We have done a study of the rest and retirement home industry in the province, because there never really was any data on the extent of the industry until the study was done. What we found was that it is a very diverse industry, ranging from very small operations with one or two seniors to very large operations with perhaps 500 or more seniors. They range from the very down-to-earth to those facilities that serve very affluent seniors, and everything in between. The industry is a very diverse one.

We did that study in preparation for providing a policy that would address the very issues Ms. Bryden has brought forward today, so we can provide that range of housing alternatives for seniors with a view to regulating standards of care and many of the suitability issues Ms. Bryden has brought forward.

Housing for seniors has changed a great deal in the last number of years. Even government-assisted housing that was put up for seniors a number of years ago is not really up to the standards a new generation of seniors is used to having. The very small, narrow living room, with a bedroom tucked in the corner and a very small kitchen area is somewhat different from what many of today's seniors have had in the past and expect to live in during their senior years.

It is also our intention to work with developers to establish basic things like the width and height of railings, light switches and that sort of thing. I

am given to understand that very little, if any, of this is actually covered in the education an architect would undertake before becoming registered to carry out his profession in the province. I provide those comments. If you wish to open up further discussion, I think it is certainly an important area, given the numbers of seniors and the growth market you have raised.

Ms. Bryden: When you say it is largely an unregulated industry—I know you can study the question of regulation—had you not promised there would be some legislation this fall to regulate at least the rest homes, and possibly retirement homes which have not been defined?

Hon. Mrs. Wilson: The initial study we have been putting together and analysing is just about ready to be published. We will certainly make that available to you. We are looking at that from a number of points of view. Some of the issues may come under other ministries, such as the Ministry of Housing or the Ministry of Consumer and Commercial Relations. There are a number who have an interest in the issue, so we will be working together.

There is also an advisory committee, made up of members with quite wide-ranging expertise in this area, that is providing advice to me. I understand they intend to have their report prepared in the spring.

Ms. Bryden: Would there be no regulation, then, to prevent possibly exorbitant rent increases once the seniors get into these homes, before next spring or next year?

Hon. Mrs. Wilson: Currently, because these homes provide some degree of care, they are not part of rent controls. We need to look at it in another way, from another angle and that would be something that is part of the review process that is ongoing now.

Mr. Beer: I was going to shift to another topic. Is that all right?

Mr. Chairman: Yes. You were next on the list.

Mr. Beer: Fine. I would like to move to the issue of pastoral care. It is one I know has come up in my riding and I would like to share it with the members of the committee. I would be happy to get some copies of this, an excellent book done by a constituent of mine who is the pastor for what is known as the York Central Ministry. They developed a pastoral care program for seniors in nursing homes and various institutions in the York region and in Simcoe county.

This particular booklet, which is entitled For Those Who Care Enough to Serve, by the

Reverend Albert Revell, is a booklet for laypersons who are helping to provide pastoral care in these different institutions. The member for Markham (Mr. Cousins)—who as people know is also a minister in another life—and I have at different times have worked with Reverend Revell and discussed with him the nature of this program.

I give that as a sort of preamble to a question because I think they have developed some very interesting approaches to handling the issue of pastoral care for seniors. I think we can recognize that for many seniors in the latter part of their lives, if you will, this becomes very important to them. One of the questions that has arisen as we proceed to develop our services for seniors is where this issue of pastoral care might fit in and how the government would approach it.

I suppose one of the potential difficulties here is that a number of the seniors' homes are, in effect, built and run by specific religious institutions, whether Christian, Jewish or any other. As we proceed in developing policies, the fact that a particular home might be run by a religious order would not necessarily preclude its being able to receive help if there were help available for this kind of care. Often, seniors like to be with people from the same religious group. They have come through the church together and so on.

I wonder if the minister might comment on the broad issue of pastoral care and where she thinks that might fit in. If any member would like to obtain a copy of this particular booklet, I would be happy to give them the address. I think it is a very creative approach to the provision of pastoral care. Reverend Revell, along with a number of others, has done an excellent job in trying to do some pioneer work, if you will, in this area.

1730

Hon. Mrs. Wilson: I would like to thank Mr. Beer for providing me with a copy of that booklet. I look forward to having a look through it. We certainly do recognize the importance of spiritual care for the elderly, particularly those who are in long-term-care facilities. Currently, religious services must be available to all residents of homes for the aged according to the regulations in the Homes for the Aged and Rest Homes Act and the Charitable Institutions Act. Most homes for the aged have their own chapels and 18 have their own chaplains.

The nursing home bill of rights includes as one of its fundamental principles the provision that homes be operated in such a way that the spiritual

needs of residents are adequately met. Many religious organizations and volunteers come on a regular basis, as part of the programming in the homes, to homes for the aged and nursing homes to provide that sort of care for the elderly. We welcome and support that. In the development of the new extended care act, we will be looking carefully at spiritual needs of the elderly with a view to perhaps including some of that in the new act as well.

Mr. Beer: I note, for example, another project, which is going forward in the town of Aurora, that is being developed by the Anglican church. Again, it is a very innovative centre which will bring together not only those who are well and living in what would be essentially small houses or apartment-style living; it will also have a nursing home facility within it and a chapel facility. This development is going forward at the present time with the Ministry of Housing.

As I have talked to a number of church groups, I have the sense that we are going to see many more of these kinds of projects, which are clearly meeting needs that are out there and that are being expressed. It seems to me this is a logical area for us to be looking at the kind of help that we may be able to provide, I suppose, ensuring that it is possible for pastoral care to take place and to exist. I would hope that as we continue with our review we would give that very careful consideration.

Hon. Mrs. Wilson: I can assure you that we will. Certainly many of our church organizations in the province have been responsible for a great deal of the seniors' housing that is available in organizations, such as the one that you have mentioned, bringing forward proposals to provide seniors' housing. I have visited a number across the province. The churches of the province are certainly doing their share in caring for the elderly and their services are very much welcomed within our institutions.

Mr. Owen: I also want to ask about something completely different from what we have been discussing, and that is the abuse of the elderly that we run across from time to time, in their homes, with their families even, and also in various types of institutions. I understand that you have been working with the Ministry of Community and Social Services. I know it was planned that you were going to have some sort of joint study or you were wanting to make an inventory.

Where are you with that joint study? Has it been commenced? Are you almost completed?

Are you making an inventory of situations of abuse? Are you making an inventory of what leads to these problems in the first place? Have you had an opportunity to look at other jurisdictions to see what they have done to cope with this problem? I just happen to know people who have had their family suffer that type of situation and the anguish is considerable. I am just wondering what we are doing about it.

Hon. Mrs. Wilson: We have discussed over the last number of years child abuse and spouse abuse, and the current issue which is being discussed a great deal right now is elder abuse. There is not a lot of strong information out there. The Ministry of Community and Social Services is doing a literature review now to determine just what information is available. It is doing that in conjunction with the Canadian Research Institute for Law and the Family at the University of Calgary.

Currently, elder abuse would fall under assault or under fraud if we were talking about taking advantage of an elder's money or property and so on. Certainly there was a case in the courts and in the papers very recently that we followed. I have been working in conjunction with the Ministry of Community and Social Services, the Ministry of Health and the Ministry of the Solicitor General to undertake specific research. We would like this research to determine the dimensions and also agree on definitions of the problem, because it varies widely from organization to organization on just how we define elder abuse.

We want to focus on the legislative and the legal requirements and on reporting, and we want to review the programs in Canada and other jurisdictions. For example, we want to review emergency department programs and how they respond to physical abuse. We want to respond to public health unit concerns and programs they have. Public health units are often in homes, so they would have some program. We also want to do some education and prevention activities. The Nursing Homes Act was recently amended to provide for the legal obligation for reporting of suspected cases of elder abuse for residents in nursing homes.

Mr. Owen: Has that received much publicity?

Mrs. Cunningham: There was a statement in the House just two or three weeks ago, was there not?

Hon. Mrs. Wilson: By the Minister of Health.

Mr. Owen: Yes. I heard it, but I do not recall reading about it.

Hon. Mrs. Wilson: It is part of the amendments to the Nursing Homes Act.

We are also working towards the development of a legal framework which will govern powers of attorney and guardianship for mentally incompetent persons. We are working with the other ministries and the Ministry of the Attorney General. We are also considering proposals for advocacy services, which are based upon Father O'Sullivan's report on advocacy.

One thing I have certainly noticed in my travels around the province is that many community organizations are studying elder abuse within their own communities. There has been a heightened awareness of the problem. Ottawa in particular is doing a major study about the issues surrounding elder abuse in its community and some of the challenges it needs to address, and indeed how it will address them. The Toronto Mayor's Committee on Aging has done a great deal of work on elder abuse. That was their major initiative over the past year and they held a conference with regard to that. We need, I think, to develop a better understanding through the research we wish to conduct.

Mr. Owen: Sometimes there is a very fine line between out and out fraud and taking advantage of a senior. Sometimes, as long as they got something for their money, they were held to be stuck with the contract or whatever they had hired. Is anything being done to look at that fine line and maybe try to give greater protection to seniors from a charlatan who comes along and tries to talk them into buying something or tries to talk them out of their money?

1740

Hon. Mrs. Wilson: Should I tell that story? There is an interesting story I could tell you. I recently met with the Minister of Consumer and Commercial Relations (Mr. Wrye) because the business practices branch of his ministry deals with such cases. A senior I know very well had a vacuum cleaner salesman come to her home, but he was not really selling a vacuum cleaner. He was doing demonstrations so he could win a trip to Las Vegas, and over about a seven- to eight-hour period finally sold the senior a \$1,500 vacuum cleaner.

The Business Practices Act allows a 48-hour cooling-off period, but for many seniors who take some time to realize what they may have done and then a few days more of embarrassment before they wish to admit this to their children who might assist them, the 48-hour cooling-off period may have passed. The business practices branch will be addressing some of those regula-

tions very shortly, and I think it is quite appropriate that that happen.

Mr. Owen: Very good.

Hon. Mrs. Wilson: I actually have in my office right now that lady's trade-in vacuum cleaner and a cheque reimbursing her for the vacuum cleaner she bought.

Ms. Bryden: I am very glad Mr. Owen raised this question because I think it is a very serious question. Is the minister aware that there is going to be a national conference in mid-June 1989 sponsored by the Department of National Health and Welfare on family violence and abuse of the elderly, and is she planning to send somebody to this? Also, do you know about the legislation in Nova Scotia, which is the only province apparently that has legislated mandatory reporting of elder abuse beyond just nursing homes?

Hon. Mrs. Wilson: We are studying legislation that is available in other provinces and in other jurisdictions. I had the opportunity to visit Nova Scotia last fall, to talk with the people there and have a tour of some of their facilities. Just in the last couple of weeks there was a return visit. The Minister of Social Services and the minister who is responsible for senior citizens' affairs visited me here. We had an opportunity to talk and discuss and to show them some of the new facilities that we are pioneering here in Ontario.

Whenever there is a national conference, I think it is very important that we in Ontario take part. The Office for Senior Citizens' Affairs was present at the housing conference that took place in Halifax and will certainly be part of a national conference on elder abuse.

Mrs. Cunningham: Just as an editorial comment on that housing conference, I did not think we were that visible at the conference. I am not sure how many people went.

Mr. Heagle: One member of the staff went. The reason we were not visible is because we did not know when we were going on estimates and we had to plan the people going in advance. We sent very good representation, but just one person to leave people back here to support the estimates process.

Mrs. Cunningham: It was pointed out to me by people who did go that they did not see Ontario's presence, so I thought I would pass it on. Also, you would probably agree that at the housing conference it was stated that the major drawback to the challenge for this kind of housing really was local regulations and construction codes. There are a lot of problems there. You could talk to your colleague in the

Ministry of Housing about that, but I am certainly aware of many of them in London and there is only so much time.

This headline caught my attention this morning, "Health Unit Will Fight Order to Trim Homemaker Program." This is up in the eastern part of our province, probably in Cornwall, I am thinking. I have not had time to look into it, but I will, and I will give it to you, Madam Minister.

"The eastern Ontario health unit has decided to contest a provincial government order to cut back on the cost and the numbers served under its integrated homemaker service." It goes on to talk about the board of this health unit wanting to challenge the government's directive on its homemaker program. I thought you would be interested in this.

I think the numbers are astounding. The health unit is currently providing 723 people with an average of 16 hours of service a month. It is not a lot but people are able to be in their homes, and I think we all know how valuable the program is. There is complaining about the ministry putting them in a very embarrassing situation—the Ministry of Health luckily, not the Office for Senior Citizens' Affairs—and saying they want the health unit to cut down on people and money.

I am just bringing it to your attention. I hope you will look into it and perhaps report back to us on it. I think the sad observation is that you can keep people in their homes because they like this service, but once they enter a nursing home, they are taken off the waiting list. I see a real attitudinal problem, that when you go to a nursing home, you are there to stay, kind of thing. The respite care part of our concern is being dealt with in a very strange way, as we hear from different places across this province, and is certainly funded in strange ways too.

Given that scenario, my question has to do with the responsibility that you have, I think, and that you spoke of on page 4, as I am looking at it here, for strategic planning and for the development of specific policy initiatives and co-ordination.

I know that when I ask questions, it is referred back to your ministry. I guess the question there has to do with the integrated homemaker program and I would ask you: What have you done here to ensure that these programs are still coming on? We know they are more expensive than what you originally planned on and that we are up to some 18, but it is a necessary program and one I know you yourself support.

It is very frustrating in the community to get the program in their neighbourhood so that we

can talk about one-stop access or equally frustrating for me to pick up or be given a newspaper of Friday, November 25, telling me that some health unit is telling them to cut back. It is a complicated question, but deal with it however you wish.

Hon. Mrs. Wilson: The integrated homemaker program was—I think I am safe to say—one of the first major announcements of this government. It was a program that had been developed but never implemented. The original thought was that it would be implemented over about a seven-year period. In the first year and a half, it went into 18 sites across the province and has exceeded our original estimates as far as uptake, and therefore costs, go.

It is an extremely successful program. Given the financial implications and given its importance in the community, the program is now undergoing a review, and certainly the Office for Senior Citizens' Affairs is very much involved with that review, the lead ministry, of course, being the Ministry of Community and Social Services.

Mrs. Cunningham: Could I ask if during the review you will be looking at the criteria for this program, either as it exists now or as you would want to see it? I think that is important for us.

Are you also looking at the lack of qualified homemakers? In all of our communities, we are facing that one.

I suppose the final question would be—well, we are back to the same old Price Waterhouse recommendations, so you can respond to that one in whichever way you like. Could you tell me about the criteria?

Hon. Mrs. Wilson: Sure. The review of the integrated homemaker program is an all-encompassing review. It will deal with everything from numbers of seniors who could appropriately be served, to payments, to training of homemakers, to the number of hours which may be appropriate, to what priority might be set on who receives care first and so on. It is all-encompassing and is being looked at from every point of view, but I would not want to assume at this point what the results might be in any particular area.

1750

Mrs. Cunningham: I am asking this question because we are aware of the report that has been done and the recommendations on such things as training—we all know it is very necessary—the one on wages, which is always a concern for all of us who work in this particular environment,

but somebody has to deal with it. I assume you are going to be looking at the tremendously increased cost over your original thinking and that is probably going to have something to do with wages. Let's face it, this is a people program. Since you have already got the recommendations from the interministerial committee, how quickly can we expect this review and your recommendations as a result of your review and your thinking on the interministerial committee? How soon can we plan on that?

Hon. Mrs. Wilson: The interministerial committee on homemakers' issues and wages reported in June. The Minister of Community and Social Services is now receiving comment from interested parties on the recommendations made in that review.

The homemaker issue will be part of the general review of the integrated homemaker program. That is certainly an important aspect of the integrated homemaker program. I know that Mr. Sweeney is anxious that that review should be concluded just as soon as possible.

Mrs. Cunningham: So it is the Ministry of Community and Social Services that is doing this review of the 18 programs that are in place now.

Hon. Mrs. Wilson: It has the lead role as the ministry that implements the integrated homemaker program and provides the funds for it.

Mrs. Cunningham: Okay, but you did not answer my question. He wants to have it done as soon as possible, but you must have some idea what that means. Two months? Three months? Four months?

Hon. Mrs. Wilson: I can check to see if there may be a date in sight at this point.

Mrs. Cunningham: Can you check the date?

Hon. Mrs. Wilson: I can check that.

Mr. Chairman: Do you have a supplementary on this?

Ms. Bryden: Yes. I do. The integrated homemaker program certainly has been demonstrated to be very badly needed and you are now up to 18, which is certainly progress. The only thing is that you may be going backwards in some areas because some of the agencies that have been providing it for the past three years, before the ministry program got to them or gets to their area at all, such as in Toronto, have been ringing up big deficits.

My colleague Richard Allen, the member for Hamilton West, asked Mr. Sweeney in the House on October 24, 1988, what the ministry is going to do about these deficits that some of these private agencies have built up over the past three

years. For instance, the Red Cross deficit is \$1 million, the Visiting Homemakers' Association of Toronto is \$400,000 in deficit, and those outside Metropolitan Toronto are estimated to have a further \$600,000 in deficits. These are private agencies which have been trying to provide a homemaker service without sufficient funds coming to them.

What will happen to those agencies if they go under? We will be back from 18 down to 13, unless we prevent it.

Hon. Mrs. Wilson: Two years ago when some agencies raised with the minister some problems that they were having with regard to finance, I know that the minister did look at the cases specifically. I do not know at this time of any agency that has actually gone under, but I am certain that the minister would want to look at the agency in detail, as he did to assist two agencies in the past.

Ms. Bryden: It shows, certainly, that this whole program has to be stepped up and that for the minister to say that we have to wait until the next budget is not adequate. In the meantime people are not getting the service they expect and the committee reports will probably show that the service is very important to keep people out of institutions and, really in the long run, to save money.

Mr. Chairman: Mr. Owen has a supplementary on this as well.

Mr. Owen: Yes. I get two kinds of calls at my office about this. I get calls from the people who say they want to make more use of this service and ask why it is not there. Of course there are problems because they do not have enough to pay them to maintain the staff they need.

I also get some other calls, not as many, but I get calls from the people who say they go and they take their mother out for shopping and they go and help perform certain services. But their friends tell them that they are fools to do this because the government will do it and provide it for free. Some of these people are complaining that the government is trying to do everything, when sometimes the families feel that other families should be doing something for these people as well.

I guess the concern that these phone calls raise is whether the government is going to do everything and whether we have enough money to do everything. I do not know where you determine, or act like God, as to where the families should be doing something for their parents, where the government should be doing it

for their parents and where it ends. I get both complaints.

Mrs. Cunningham: I hope you tell them that we do not live next door to our parents any more. Some of our parents are pretty with it. They want to stay with their friends in their own communities where they have lived all their lives. That is what I hope you tell them.

Mr. Owen: These are people who are living with their families. These are people who are not giving me a theoretical complaint. They are identifying the actual bodies, the parents, the children.

Mr. Chairman: We have two minutes left. Perhaps the minister could comment.

Mr. Owen: I wonder where it is going.

Hon. Mrs. Wilson: I could go on for some time on this.

Mr. Chairman: We can carry on next day, if you like.

Hon. Mrs. Wilson: Certainly families have the prime responsibility for caring for the members of their families. It is the place of government, I believe, to assist families to be able to do their job, to be able to care for their members. When you mention some receiving care that perhaps did not need it or whatever, I would like to mention that during the review of the integrated homemaker program, they will look at case management, how cases are managed as they go through the system and what priorities are set in different areas and communities. That is certainly something that will be addressed.

Families have busy lives to lead. Often the people who cared for seniors were women who were at home all day. Now that the daughters and the daughters-in-law have gone into the workforce, they are not available on a day-to-day basis as has been the case for many families in the past. As society changes, then so does the role of government. But certainly, it is not my contention that government should in any way replace the family. What we in government can do is empower families to care for all their members by providing services such as integrated homemaker respite care, process intervention when necessary and so on.

Mr. Owen: Who decides?

Hon. Mrs. Wilson: The case management review, I think, would tell us a great deal about how that is happening in individual communities.

Mrs. Cunningham: I think reading briefly from this article that it is really important. I think

it is an important one for Mr. Owen. The health unit, 723 people with an average of 16 hours of service a month, that is not a lot of time, but it is the kind of support that allows people to stay in their homes. Sixteen hours a month is not really government taking over for families, is it?

Hon. Mrs. Wilson: It is one afternoon a week, basically to provide some time off.

Mrs. Cunningham: That is average. We know many of those people need a lot more than

that and many need less. It might even be Meals on Wheels once a day. Who knows?

Mr. Chairman: I would like to remind members of the committee that we are not meeting tomorrow, which is our usual meeting time. The minister is unable to be with us. We will reconvene on Thursday at approximately 3:30 p.m. I urge members to be here so that we can start on time.

The committee adjourned at 6 p.m.

CONTENTS**Monday, November 28, 1988**

Estimates, Office for Senior Citizens' Affairs	S-373
Adjournment	S-396

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Neumann, David E. (Brantford L)**Vice-Chairman:** O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Also taking part:

Bryden, Marion (Beaches-Woodbine NDP)

Clerk: Decker, Todd**Witnesses:****From the Office for Senior Citizens' Affairs:**

Wilson, Hon. Mavis, Minister without Portfolio (Dufferin-Peel L)

Heagle, Glen, Special Adviser





C A Z O N
XC12
-577

No. S-16

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Estimates, Office for Senior Citizens' Affairs

First Session, 34th Parliament

Tuesday, December 6, 1988

Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers



Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, December 6, 1988

The committee met at 3:34 p.m. in room 228.

**ESTIMATES,
OFFICE FOR SENIOR CITIZENS' AFFAIRS
(continued)**

Mr. Chairman: Members of the committee, I think we are ready to begin. This is a meeting of the standing committee on social development, convened to consider the estimates of the Office for Senior Citizens' Affairs, with the minister, the Honourable Mavis Wilson.

We have three hours and 40 minutes of time left, which means we will not complete it today. We will need some more time on Thursday, but we have some flexibility in that regard.

Hon. Mrs. Wilson: It will only be next Thursday.

Mr. Chairman: Right. The minister has some responses to questions asked by members of the third party. Mr. Jackson has given us permission to proceed in his absence. However, we will wait for the minister's response to those third party questions until there is representation from that party here. We will go back to questions to the minister from other members of the committee. I did have a couple of names on the list, starting with the member over here, Mrs. O'Neill.

Mrs. O'Neill: I did not realize I was the next up. This question seems to be even more pertinent this morning. When I was on the airplane, Mr. Chairman, I saw this article in our paper from Ottawa: "Loneliness Hits Elderly Immigrants": Caribbean immigrants, East Indian and South Asian.

I do not want to read the whole article, but it certainly is tuned to the question I had in mind when I asked to be put on your list last week. There are people in this province from all over the world. They come with a variety of religious and ethnic backgrounds. Some of them are in their own homes being cared for by extended families; others are in care facilities, some of which have actually been, I understand, created to reflect their heritage and have been established with a cultural thrust to them.

I would like to know what the ministry is doing because, as far as I know, it has become one of our government policies to try to meet the needs of our multicultural population. Our Premier

(Mr. Peterson) has challenged each ministry to meet that need. I would like to know if you can tell us a little more so that I can respond to my constituents who happen to have these needs.

Hon. Mrs. Wilson: Our multicultural society in this province presents us in government with some interesting challenges and ones that I believe we are most anxious to meet. The Office for Senior Citizens' Affairs is developing services for our multicultural society, particularly in the area of information services, which falls under our mandate. We are providing our guide for senior citizens, which goes out to each new senior each month now in English and French and has been for years. This year we added Italian, Portuguese and Chinese, and next year I plan to publish it in three more languages, including Punjabi.

We have supported a literature review, Ethnicity and Aging, in co-operation with the University of Toronto, so that we gain new insights into what it means to age in a multicultural society. With support from the Ministry of Citizenship, we have been able to undertake some multicultural initiatives. The Ministry of Health is supporting multicultural communities, as well, with the announcement that 600 new nursing home beds will be directed to ethnic nonprofit groups that will link their services towards community multicultural programs for the elderly.

The Ontario Advisory Council on Senior Citizens has multiculturalism as number one priority this year, and that is the area where it is putting its energies and funds. Right now, they are visiting nine communities across the province to talk with groups that are bringing forward issues with regard to ageing in a multicultural society. I know that once the council has completed its discussions, it will be presenting a report to me.

I believe the presentations that are being made to the council are uncovering some new challenges and some new suggestions as to how we might meet those. I am looking forward to receiving that report from the council. There may very well be some good recommendations that we would want to look at very carefully with a view towards implementing them.

Mrs. O'Neill: As a lot of these people are women, is there any input from the Ontario

women's directorate or from the parliamentary assistant who is responsible for women's issues as well as the minister?

1540

Hon. Mrs. Wilson: Yes, there is. In fact, we are working very closely with a number of ministries because they are all interconnected with regard to multicultural issues, and the Ontario women's directorate is making progress in this area as well. It is very much an interministerial initiative.

Mrs. O'Neill: Thank you very much.

Ms. Bryden: I wonder if the minister could give us a fuller picture on what her government is planning to do about the abuse or misuse of drugs for seniors. It has been reported that there are a great many seniors who either are having more drugs prescribed for them than they need or are having them prescribed by different doctors who are not aware of what other drugs the seniors are taking.

There is no Ontario health insurance plan record of all the drugs that a given patient has prescribed for him and there is a very serious risk of these drugs interacting with each other and producing serious health problems. This risk is probably unknown to the patients because they have not received sufficient education as to which drugs should not be mixed with various kinds of food or with alcohol.

There really is serious overprescription of drugs for seniors. I think it is one of the greatest health problems facing our growing senior population. It must be brought under control as quickly as possible because every day that the senior is receiving and taking drugs which interact with each other or with foods he may be putting his own health at risk, and the longer this goes on, the more possibility there is of permanent damage to his health.

I think some of the discussions on this subject—there have been conferences on it—have indicated that a very broad plan is needed both to find out exactly what is happening in the way of the drugs seniors are taking and to educate the prescribers and the patients; to educate, in general, the pharmacists who also play a role in this and who may notice that some seniors are ordering a variety of drugs that may or may not be compatible. They may not be giving the seniors sufficient information on how they should take these drugs or what they can mix them with.

There is education needed for the manufacturers to see that drugs are adequately tested. We know that the Department of National Health and Welfare does that to some extent, but I think

there is still more need to work with the manufacturers to see that there are the safest possible drugs and the fewest number of confusing varieties being produced. The confusing varieties may lead to a lack of understanding of the kind of medication that the various seniors are taking.

In many cases, the drugs are simply substitutes, one for another, by different competing manufacturers, and I think we should in some way standardize what is produced in a given area so that there is not as much proliferation of brand names and consequent difficulties in understanding what works with others. It seems to me it is a very broad program that the minister should be working on with other government agencies. Because it is so big, it should not be postponed until more studies are made. The educational program on the dangers should start right away.

It may have to involve the media as well as mailouts to seniors, but it must also, of course, involve the various professions involved in dispensing drugs as well as in manufacturing them. So it is not just the Ministry of Health program that is needed; it is a general overall approach to this overprescription of drugs for many seniors. I think it is one of the top priorities. I would like to know what sort of plans the minister has in mind and is working on for dealing with this very serious problem.

Hon. Mrs. Wilson: I know that you have a very deep personal concern for drug use and drug abuse among the elderly. I share that concern with you. You have talked about this issue from many points of view and you are quite right that this is an issue we do need to tackle from many points of view.

Let me tell you some of the initiatives we have undertaken to date. First, our regional geriatric programs will be in the five health science centres in the province. Each will serve its region so that people throughout the province will have an opportunity to be served by a regional geriatric program.

The purpose of the regional geriatric program is to bring together a whole team of geriatric specialists, people who have expertise in many, many aspects of caring for the elderly. Their purpose then is to accurately diagnose problems, diseases or drug misuses or abuses that an elderly person may have. They are not to deal with the ordinary situation that your local hospital could deal with. Rather, the regional geriatric programs will deal with complex cases.

For example, there is the case of a senior who may have severe rheumatoid arthritis, along with

high blood pressure and an ulcer, a case where it is very difficult to determine the medication and where, in fact, what you would usually give for one would cause the other to act up. This is the type of situation that a regional geriatric program would look after. They will offer short-term treatment and rehabilitation with the idea of diagnosing and treating the complex problem quickly and accurately and then returning that patient to the patient's own community, preferably to community service, but in some cases to the family doctor.

The regional geriatric program, in addition, will act as a consulting group to local family physicians in the community. That is one area that I think is going to make a difference in how we can assist seniors with regard to their drug programs.

A second area that we are moving on is geriatric training. When we look at the demographics and the numbers of seniors we are going to have in the near future, we realize that there are not sufficient numbers of medical specialists who will be trained to deal with the numbers of elderly that we will have. Therefore, we began the Educational Centre for Aging and Health at McMaster University with a \$12 million endowment. Its function is education, to educate undergraduates and graduates and also health workers in the community who are already out there working with people about the ageing process, about how we age and how then to deal with people who are ageing and aged in their medical practices.

As a complement to the McMaster initiative, it is my intention to move forward with the geriatric training program in each of the five health science centres, so that we will have a sufficient supply of people who are specializing in geriatric medicine and in gerontology to provide the services which will be needed by the increasing numbers of elderly. I really believe that with increased education and increased awareness, we will solve some of the problems related to drug use among the elderly today.

Education of the elderly themselves is certainly an important factor. Consumers, at whatever age, need to take responsibility for their health. We will, through pamphlets and other education programs, have the opportunity to get that message out to people and, I think, particularly target the elderly.

In addition to prescription drugs, there is also a misuse of over-the-counter drugs, laxatives, painkillers and so on which, used in conjunction with prescription drugs, cause problems as well.

The Ministry of Health plans to implement a pilot project it is calling the Smart card, where seniors will have the opportunity to have their drug information on computer so that if they go to a different drugstore or to a different physician, the information will show up on the screen. The dispenser will know what other medication the senior may be taking and will have the opportunity to advise that person on what may or may not work with the other.

1550

One example we dealt with was the case of a senior who was seeing a family physician for a particular problem and found the prescribed drug was not helpful, went back a second time for a different prescription which still was not helpful and a third time for a third prescription which still was not helpful. The senior did not realize that when the doctor gave him the second prescription he should not have continued to take the first prescription. So by the time the senior was on five different prescriptions, the case was quite out of hand and in fact this person was seeing Mr. Rogers come right out of the television at him.

The doctor finally was able to determine that this case had some severe problems. It took several months in an institution to get this person off the medication on an appropriately timed basis so that the person's system could adapt to it. This is the type of problem out there in practical terms on a daily basis that we really need to come to grips with. It is the type of thing Mrs. Bryden sees, I know, in her own community. The whole issue of drugs and the elderly is one that is very important to me and one we are dealing with on several different fronts.

Ms. Bryden: You have not answered the big question: What is the government doing to attack the whole cultural milieu that has resulted in overreliance on prescription drugs for both physical, mood and psychological problems, which is leading physicians to overprescribe, as well as seniors to go to different doctors seeking different solutions? Nobody is approaching the problem of telling them that prescription drugs may not be the right answer, that they should be seeking other methods of achieving physical and mood wellbeing.

You say they could get their drug information put on computer. Is this simply by request or would a physician have access to a computer printout that would give him all the drugs any particular patient who comes to see him is getting?

If he is not informed, he does not know how to give adequate drug treatment, and if the seniors

are not informed that they can have their drug information put on computer, they will not be able to find out exactly how these drugs they are taking interact. I doubt if very many of them would voluntarily ask to have all their drug information put on computer. They may feel this is rather private and confidential. Unless the physician has this knowledge, he is not really in a position to assist in departing from this overreliance on prescription drugs and its very serious consequences.

Hon. Mrs. Wilson: I will take that further then. The Ministry of Health plans to introduce a pilot project with the Smart card and all people who would take part in it would do so on a voluntary basis. Interestingly enough, where I have talked with seniors' groups in many areas of the province, without exception all have thought this was an excellent idea and did not feel their privacy concerns would be jeopardized in any way.

The thought is that the doctor who wishes to prescribe a new drug for a patient would insert the card into a reader that would check the drugs the patient is currently taking and then would give out information as to how the drugs might interact, how they might conflict with other medications the person is now taking.

In order to increase seniors' awareness, the new elderly persons' centres which have been committed for this year—25 new elderly persons' centres in this province—will be based on those who have given priority to a health promotion component. We are working the idea of health promotion into those home support service areas.

My United Church minister has an interesting T-shirt he wears from time to time that says, "Had I known I would live this long, I would have taken better care of my body." I think that is the message we are trying to get out: Do not wait until you are older to start thinking about your health. The message we need to get out is not targeted directly to seniors, although some of it will be, but we need to start targeting much earlier than that.

The elderly community health centre programs will also have that health promotion aspect. The Premier's Council on Health Strategy is talking about health promotion as well, realizing that if we can remain healthy and prevent so much of what can be prevented, then people will live healthier lives and will have a much better quality of life as they age.

The Minister of Health (Mrs. Caplan), as you know, has appointed Dr. Frederick Lowy to head up what we are calling the Lowy commission. I

had an opportunity to make a presentation to the Lowy commission a few weeks ago to bring forth the views seniors have brought to me on the whole issue of drugs. There are concerns they are sharing drugs with each other. "I have a wonderful pink pill and if your blue pill is not working for you, perhaps my pink pill would fix you right up." Those are the sorts of attitudes we have to work to correct.

Seniors talk to me about difficulties with reading prescription bottles. There is very little information on a bottle and after time it is very difficult to read. When I looked in my own medicine cabinet there was something that said, "Take four times a day for pain." I do not remember what I had at the time and what sort of pain I had. There is not really enough information being provided in a form that will last over a period of time.

Seniors also have difficulty getting into the childproof caps. If you have a frail hand or arthritis, it is very difficult to get into those sorts of bottles. Many seniors then transfer the medication into other containers with no information on the front that would assist them to take the medication appropriately. These are all issues the Lowy commission is addressing. Certainly, when we talk about the drug issue from the perspective of the prescriber, the dispenser and the consumer, we are faced with a whole range of issues.

I am very much looking forward to the Lowy commission report. I understand from the Minister of Health that this report will be coming out in the next few months.

The continuing education program for physicians, which will be part of the geriatric training program, is particularly important because we are dealing there not just with the new crop of medical practitioners; we also intend to educate those who have already graduated. We cannot wait for the new people to come out. It is extremely important that physicians who are practising now have the opportunity for continuing education. This is extremely important in changing physicians' habits, an issue that you raise quite appropriately.

Mr. Chairman: Mr. Jackson has a supplementary. We will come back.

Mr. Jackson: I had hoped in listening to your lengthy response identifying further problems that you might have indicated a certain awareness of the manner in which the government radically changed the dispensing and pricing of drugs in Ontario about two and a half years ago, with Bill 55 and Bill 56. All senior citizens' groups were

united on three negative points about the legislation and two positive points about the legislation. I hope that some time you will examine that, because the matters have not been resolved. I draw your attention very quickly to the three.

One is that under the new pricing system, there is a total inconsistency as to which drug is dispensed. The same drug can be changed four to five times during the course of a year's prescription by virtue of the fact the formulary price may adjust or the pharmacist is instructed by law to drop to the cheapest alternative. This is very confusing for seniors because they no longer see that pink pill or that blue pill. It adds to the pharmacist's time because he has to explain to them at length that there is a difference. That is it is not always sufficiently clear.

1600

The second area—good news for snowbirds in Ontario—was that they could get a three-month supply. As you know, under the Ontario drug benefit plan, the law used to be 30 days' maximum. I hope the government is reviewing that by virtue of the fact that I have had several family members, who came to visit me after the passing of a parent, bring me a box full of pills—I have had it happen three times in the last two years—and say: "My dearly departed mother was on all of this. Can you tell me why?" He started pulling them out and he said: "Would you please price these, Mr. Jackson? Would you please find out what we have spent because mother only took one week of this pill. She had an adverse reaction. But she had a three-month supply."

Those are serious and substantive monetary questions and sources of confusion to our seniors. I agree that Mrs. Bryden's questions are very genuine and serious in this regard, but this is a whole other dimension where one ministry's view of cost-cutting—the whole purpose of Bill 55 and Bill 56 was to shift the running-at-large costs, the onus of our ODBP on to the cash-paying customer. The government ratcheted it down.

Half the prescriptions in Ontario are for the ODBP. There is a very high incidence of prescriptions for seniors and a very low incidence of prescriptions on a per capita basis for the balance of the public. Now we have the cash-paying customers subsidizing the ODBP. That was an end and a desire of the Treasurer (Mr. R. F. Nixon) and the Minister of Health, but it did not help your cause and the cost.

I have read this report and there is only one sentence with reference to it having been referred

to in a report. I hope you would be somewhat focused on that area as well because of these large numbers of pills, the fact that there are changes and massive confusion that are experienced in terms of the differences in pills, and also because of the unpalatability of noncoated versus coated pills. They are unpalatable and seniors will not take them. Again, you cannot take pills and put them back in the dispensary. Once they have gone past the counter, they are done.

There is a tremendous cost there as well as some health risks. The point I am stressing with the minister is that she be made aware of it, that she pursue it, and that her role as advocate be more focused and sharp in that area. The Ministry of Health has serious financial difficulties. The health problem is moving in a direction, and seniors are benefiting in some instances and not benefiting in some instances. I think this is a classic case where seniors are an afterthought because of the financial considerations of drug reform.

I thank you for complimenting the Conservative government of Saskatchewan, which began the Smart card program. They are instituting it province-wide. I hope we would go beyond that.

Mr. Daigeler: That is a rather lengthy supplementary.

Mr. Jackson: Yes, I thought it was a rather lengthy supplementary, but the minister was listening with great interest and even nodding occasionally. I am sure she is agreeing with some of the concerns I am raising and I would love to hear her response to my supplementary.

Hon. Mrs. Wilson: When we are looking at developing this program, it is important that we look at what other jurisdictions are doing, that we not attempt to invent the wheel at each opportunity. There are good things happening in other areas that we in Ontario can benefit from studying.

The question you bring up with regard to the pricing will be addressed by the Lowy commission. Their mandate is very broad. They have had many presentations made to them, including on that issue. I presented to the Lowy commission. I know their report will bring forth recommendations and I look forward to seeing them, as I know you do.

Ms. Bryden: I was going to raise the Ontario drug benefit plan and its role in this abuse of drugs. I do not think the new pricing strategies are helping because the prescription fee is sometimes about 10 times the actual cost of the drug and this is creating extra costs. I think the whole drug benefit plan has to be reviewed.

What bothers me particularly is that the minister is telling us that the plans for dealing with this problem are mainly pilot projects or one-person, short-term surveys. That is not going to deal immediately with the actual use or abuse of drugs by a great many seniors. It seems to me we have to have some province-wide action programs for the most serious misuse of drugs that has now been well documented. It is now occurring and is partly due to the lack of tightness or administrative care in the drug benefit plan as well. I think we want more than pilot projects. We want some action on how we are going to get started on ending this abuse of prescription drugs.

Hon. Mrs. Wilson: This government has been very action-oriented on this issue. We have the regional geriatric programs in the five health science centres in the province. There will be one in each health science centre in the province. There is the geriatric training program, which again will be in each of the health science centres in the province. There are the initiatives in the elderly community health centre programs, the new elderly persons' centres and continuing education for physicians. Each of those projects is very action-oriented.

The Lowy commission is a group that is studying the issue from many points of view. I quite agree with the Minister of Health that the broad mandate was absolutely essential so that we could study the issue from many aspects. That is not to say we are waiting for that report before we do something about a problem we know exists.

The Ontario drug benefit program is there for the benefit of seniors. I hope that when we talk about all the problems seniors have with regard to the use of drugs, we will not also lose sight of the fact that our drug benefit program has been of tremendous benefit to seniors in providing them with drugs they may need to improve their quality of life.

Mr. Daigeler: First of all, I would like to congratulate and thank, certainly the minister, but even more so the government, because there is funding coming from different ministries for care for seniors in my riding of Nepean. Perhaps I should not say it too loudly, but I must admit that I think we are very well served and that this government has shown great leadership there.

I simply would like to point out that recently the home support program has now become available in the whole city of Nepean. It used to be in only half of the city of Nepean. We now have, it was just recently announced, a day

program for seniors at a lodge. I think it is a very interesting concept. It smooths the transition of seniors from independent living to dependent living. It just recently opened. Right now, the funding still comes only from the municipality, but we will probably be coming to the province soon with some requests for funding.

We opened a seniors' community centre at the Nepean Sportsplex. I think the minister visited that facility last year. At that time, the seniors' centre was not in operation yet, but it was opened a month ago and was very well received.

The Minister of Housing (Ms. Hošek) gave us a new seniors' residence in the context of the so-called Woodroffe Centre, which again is a very innovative and leading idea, not just for the province but for Canada, where the Ottawa Civic Hospital, a major hospital obviously in the Ottawa area, is putting forward an integrated facility, a seniors' residence for those who can fully live on their own. There is also attendant care, chronic care and finally some hospitalization that is required. All of that is right on the spot, as it were, all within walking distance.

1610

All of that and a few more things are happening in Nepean, which benefits, by the way, not just the citizens of Nepean but also the citizens of the greater Ottawa area. I just want to say that things are happening, certainly, in my region. I am thankful for that. On behalf of the citizens I do wish to thank the minister and the other ministries for that.

I had a couple of questions. What is the federal level doing right now with regard to senior citizens' affairs? Obviously, they had a minister as well. How are you working with the federal minister? What have been the positive and negative experiences? Also, how are the other provinces involved in this matter? Do all the provinces have a minister for senior citizens' affairs? Where is that at? Can you give me some indication for that before I go on to some other questions?

Hon. Mrs. Wilson: I will first comment on the member's comments with regard to home support services. I think we can be very proud of this government's initiatives in home support services. From a \$5.6 million expenditure in that area in 1985 we have moved to nearly \$50 million per year in our home support services budget.

There is more to be done. It is an area that has been underdeveloped in the past. I believe we are making very good progress. I very much appreciate your comments, because this govern-

ment has made a big difference to seniors in their own communities. We are now able to provide a better quality of life for our elderly residents.

The government of Ontario has recognized the changing demographics and the needs of our seniors' population by appointing the first minister across Canada with sole responsibility for issues which concern the elderly. I feel very proud to have the opportunity to perform in that role.

Across Canada things are happening. I visited Nova Scotia last fall, and just a couple of weeks ago two ministers came to visit me here to look at the facilities we are developing in Ontario. They have a minister who is responsible for community and social service initiatives. They also have a minister who has secondary responsibilities with regard to seniors; they have a seniors secretariat. That particular minister deals with the lands and forests area and as well the seniors secretariat. We are establishing some good working relationships with my counterparts in other areas of Canada.

I visited British Columbia as well. They have a somewhat different philosophy in the government in British Columbia and therefore have not moved in the same way we have with regard to looking at social issues surrounding the elderly.

I have written now to our new federal minister following the election to suggest that we get together as soon as possible with a view to talking about national strategies for the ageing.

At the federal level they have the seniors independence program, which you may know as SIP. In Ontario we work to review the SIP proposals which were coming from our province and we actually co-ordinated the provincial input to the federal SIP program. It is run by the Department of National Health and Welfare and is designed to increase the capacity of seniors to act on their own behalf and to improve their health and wellbeing and independence as well as quality of life. They are working very closely with the other areas in Canada to develop that national strategy.

Mr. Daigeler: As a supplementary, with all these different programs—which I think are very important and very helpful, as I say, in my area and I am sure in others as well—sometimes it may get a bit confusing. Actually, before I was elected, I must say I did not know that all these different programs were available. It took a while to learn about them and to make others aware of them.

I am just wondering what your ministry is doing in order to make seniors aware of the

existing facilities and programs and also the help that is available at the federal level; perhaps not just seniors but also alerting nonseniors to the services that are available, because often they have to refer their elderly relatives to these kinds of programs.

Hon. Mrs. Wilson: The guide for senior citizens we send out each month lists all the programs at whatever level that are available to seniors in the province. We send about 7,500 of these out every month. They go to senior citizens. As well, they go to MPPs, libraries, community information centres, areas where others as well can pick them up.

One of the major services operated by the Office for Senior Citizens' Affairs is our information services section. We receive about 1,200 phone calls monthly from people who want information about senior services or from people who want information on how to access senior services. We are often able to direct people to the appropriate area. We serve, by the way, in both English and French. We are also able to respond to written communications and walk-in inquiries.

We get many requests from seniors' organizations or community organizations, from other ministries and from constituency offices for information guides and posters and so on, which are also handled by that unit.

Another document we put out which is extremely useful is the guide to seniors' accommodation in the province. In that very thick guide is listed each seniors' accommodation in all areas of the province. We have had many comments on how useful that has been in constituency offices and in local communities in assisting seniors in accessing accommodation.

Mr. Allen: I know, Mr. Chairman, that you are on the subject of homemakers and home services.

Mr. Chairman: We have been going all over the place, depending on the interest of the member asking the questions.

Mr. Allen: If I happen to be close to where you are at, so much the better. If I am not, then it will not interrupt your pattern of procedure, whatever I do.

I do want to make some comments and direct some questions to the minister. I suppose the most urgent one, and I will come back to some of the other items, is what the minister is saying today to her senior ministers who are responsible for the delivery of homemaker services in Ontario in the light of the Red Cross announcement, which is a pretty devastating thing, I

should think, for a minister of seniors' affairs, given that somewhere in the order of two thirds of the clientele of homemakers tend to be seniors. That is the national figure. I have not seen a breakdown provincially, but I would suspect that is fairly close to the figure in Ontario as well.

It is quite apparent that for some years there has been a growing crisis facing the Red Cross, as the principal deliverer of homemaker and home care services, and other agencies as well, in the delivery of this very vital service which the government has described as one of the cornerstones of its approach to health care in the community. Have you had occasion to make any representation to any of the senior ministers in the delivery end with regard to your concerns about what has been announced today?

Hon. Mrs. Wilson: I have been actively involved with my colleagues the Minister of Health and the Minister of Community and Social Services (Mr. Sweeney) and also my colleague the Treasurer with regard to homemaking programs in the province.

Mr. Allen: The last named is probably the most critical.

1620

Hon. Mrs. Wilson: It is important to cover it from all fronts. The Treasurer has asked the Minister of Health and the Minister of Community and Social Services to look at the Red Cross deficit situation, the one that is before us right now. The Ministry of Community and Social Services is already reviewing its forecast of deficits of homemaking agencies and was already well into that, even before the Red Cross situation came up. I very strongly support my colleague Mr. Sweeney in a very positive resolution to this issue.

Mr. Allen: Whatever that is, it sounds like he is asking some questions that he should have been asking some time ago. Certainly I asked him in the House a number of weeks back why he was prepared to knuckle under to the Treasurer's insistence on reductions of service; or to put it another way, why the nonexpenditure aspects of his budget relating to homemaking are in the order of \$2.5 million, when in fact agencies out there trying to deliver this service are running into prolonged and severe deficits at this point in time: the Red Cross, \$1.1 million and other agencies, the balance of about \$2 million in deficits.

There was no answer then and there does not seem to be any answer today. It is nice to be asking the question as to what those deficits are

all about, but I think the minister has a very good idea as to what they are all about. I wonder whether the minister has not perhaps been more pointed in her references to the Treasurer and to the Minister of Community and Social Services. They both know what the reason is. The reason, quite simply, is that the homemakers associations across the province, for example, has been trying to deliver a service at \$5.60 an hour, which is not competitive.

I have talked today with Barbara Cambridge, who is the long-standing head of the Visiting Homemakers Association of Hamilton. She has lost 52 homemakers this year. At the same time, she has not had a single application since September to fill any of the ads that she has placed to replace those people. That is the story across the province, disappearing and dissolving personnel, a system that is disappearing and dissolving because it is totally noncompetitive in the marketplace today. Surely we cannot tolerate a system of homemaking in Ontario that is only good for depression times when its wages are competitive, but its wages are not competitive in a market where there is any buoyancy in the economy.

That does not do justice to the objectives that homemaking and integrated homemakers have set out for themselves as a way of relieving both the crisis in nursing home care and the crisis in chronic care in hospitals, both of which are overpriced delivery systems for those particular clients. If one looks, for example, at a region like Huron county, where there has been a very active and ongoing homemaking service administered by Town and Country Homemakers, Huron county finds that it has begun, by virtue of its service in the past, to depopulate nursing homes. For example, the Huronview county home for the aged has 43 empty normal care beds now by virtue of the fact that the homemaking has become more efficient.

That has been a saving for the government in terms of expenditure of money, because it is much more expensive to put that money into the nursing home. By the same token, if you have that many spaces opening up in nursing homes, you obviously have room for the people who are in hospital care, who we all know are there in some numbers, who do not need to have that intensive expenditure, capital and otherwise, invested in looking after them. Does the minister not have something more pointed to say to the Treasurer and the Minister of Community and Social Services than, "Good job, John; you are asking where these deficits came from"?

Mr. Chairman: Any further comments, Minister?

Mr. Allen: You are an advocate, as is the Minister without Portfolio, Mr. Mancini. You are in the ministry, in the government cabinet as a minister, to be an advocate. Presumably, that means you do more than simply pat the other ministers on the back. I do not go on the assumption that you only do that, but that was the obvious conclusion with respect to cutbacks and deficits in homemaking services. You must have said something more pointed to them today than that, surely.

Hon. Mrs. Wilson: The homemaker issue is an extremely important issue. The integrated homemaker program, in fact, sat for several years without being implemented. It was one of the first announcements that this government made.

Our original plan was to implement the integrated homemaker across the province over a seven-year period. In fact, because it was so successful, we fast-tracked that program into 18 areas of the province over about an 18-month period. The program has been extremely successful. The uptake has been very high. The cost of financing the program, therefore, has been more than was originally anticipated. It is quite appropriate then that we do a very comprehensive review of the program, and that is what is taking place.

The Office for Senior Citizens' Affairs is very actively involved in that review. It is a very comprehensive review. It is looking at the program from many aspects. The supply of homemakers aspect is one that you have mentioned today. We are looking at the issues of recruitment, retention, training, payment, the status of the job and supervision. We are looking at case management. How do different areas differ in the way they case-manage their cases?

We are looking at the financing of the program from many points of view. It is an important issue. It is receiving a great deal of energy and attention, not just from my office but also from the Ministry of Community and Social Services and the Ministry of Health. I am very confident that the issue is being addressed and will ultimately be addressed in a very positive manner.

Mr. Allen: The minister refers to the success of the program. Certainly in terms of making something available that meets a need, yes, there was massive response; but as a program it could hardly have been called a success.

I have talked at some length with the Home Care and Service Association for Ontario, for example, which has its finger on all aspects of home care services that are delivered across this province. Their impression of the way in which this program was set up is that its lack of guidelines, lack of instructions to delivery people in the ministry and out in the field simply begged for it to go all over the map in terms of response.

There was no essential accountability, because there is nothing to be accountable to in the program. The so-called decentralized discretionary system that prevails in so much of the Ministry of Community and Social Services was present to an exaggerated extent in the implementation of this program, and the Ministry of Community and Social Services has nobody else to blame but itself for the mess that developed.

We all know that when those messes develop and when you screw up administratively, you are not using public dollars very efficiently and very effectively. So from one point of view I was not surprised to see that the minister had to rein in the program, put caps on it and restrain the further extension of it, because it had not been thought out properly in the first place. The tragedy was that that had to happen at all, and it certainly would not have happened if it had been implemented appropriately in the first place.

The situation we are in now, however, is one that surely the government cannot wait longer to respond to. Even today in Brant county, the homemaking services outside of Brantford have all been suspended. I talked on the telephone with people in Huron county just about an hour ago. I am told that one of the major problems they have is with travel expenses, because they are trying to deliver a service to small towns and rural communities. They have tried to do that by increasing the number of people that each individual homemaker handles so that instead of two four-hour visits, they have been trying to reduce everything to two-hour visits and go to four different people. The result is that their travel costs have gone up 30 per cent in the course of a single year, and they have had no essential compensation for that in their grant system.

1630

The grant system has been capped. It does not take into account those expenses. It does not take into account, for example, the fact that workers' compensation costs for them have gone up 10 per cent. Their office expenses, for example, in the whole of the southwest central system, have gone up 34 per cent. Their telephone expenses have gone up 38 per cent. None of that has been built

into the grant system. An expanding system simply cruises along, as far as the Canadian Red Cross Society relates it, with a 4.5 per cent ceiling that was instituted a few years ago in terms of granting limits, and that is that.

One or two of the agencies, in the earlier years, were able to get their rate levels up sufficiently that they were somewhat cushioned, but most of the services across the province were not and they have been existing in this mad, capped world for the past four years with the result that the new demands on the system are simply totally impossible to handle.

What I am hearing is that there is a sort of casual review and a wonderment as to what we ought to do. Surely, it requires some pretty urgent action, and the obvious need is an investment in getting some savings out of that 50 per cent of the nursing home population, for example, that should not be, as your report told us, in nursing homes. I know that we cannot take 50 per cent and plunk some back in homes that do not exist any more, in personal homes that do not exist any more, but unless we are prepared to make a very substantial investment in the homemaking service itself and to see costs rise significantly in that area, we are not going to get to the point where we are able to depopulate that 50 per cent of the nursing homes and open up space there for depopulating some of the hospital space that ought to be depopulated.

Can the minister give me any sense as to when we are going to see a response to the very severe crisis and, indeed, the disastrous scenario that the Red Cross has sketched for us in what it has made public today? We have only a few months to retrieve that service before the larger part of the homemakers servicing 180,000 people are gone.

Hon. Mrs. Wilson: The Minister of Community and Social Services is right now reviewing the deficits for those particular homemaking agencies. The situation that they have presented does, in fact, appear to be an urgent situation. The minister is looking at those deficit forecasts right now. It is an issue which is of concern to me. It certainly is of concern to me, as I know it is to you.

The integrated homemaker program is an important program in our community. We could have gone more slowly and done a couple of centres in the province per year. Because the program was so successful, we did fast-track into 18 areas and it is appropriate now that we step back and have a look at how that program should look in the future.

Mr. Allen: Fast-track?

Hon. Mrs. Wilson: I think that review is very necessary. At the same time, though, I am not certain that we would have been better off implementing it more slowly.

Mr. Allen: I would not call that fast-tracking.

Hon. Mrs. Wilson: In 18 areas of the province, now, the seniors have had the benefit of an integrated homemaker program. I think that has been of benefit to them. The original plan was to implement the program over a seven-year period, and certainly we have worked to make things happen more quickly.

The results of the review can only benefit the agencies and the home support service people and ultimately the seniors in every community across the province, and I am working very actively on that review with the minister. It is an important review and I know that the results will prove positive for the people who will ultimately gain from it.

Mr. Allen: It is an important review, no question, but if you are telling me that there is something great about the speed of implementation when the integrated homemakers have not been given a single new centre in the last fiscal year although there were 10 promised, I do not see that as very appropriate. The government should have conducted the review while it continued to implement, and that was certainly a possible option for it.

We change our regulations and administrative procedure and so on on all kinds of programs without bringing them to a halt or stalemating them or backtracking them. That would have been a much more sensible approach in this situation, given the real crisis that homemakers' agencies are experiencing out there, not least of all in the chairman's own community.

Mr. Chairman: Mr. Allen, Mr. Jackson had a supplementary on this.

Mr. Jackson: Have we opened up on the homemakers? Are we settled in on that? Are we going to go in sequence? I have a whole series of questions to raise on this as well.

Mr. Chairman: Mr. Allen introduced the subject and you may want to take off on a supplementary.

Mr. Allen: Perhaps I can take a couple of moments and just ask a couple of further questions and then I shall have to depart and go into the insurance debate. Then I will yield the floor to Mr. Jackson.

I just want to note that it is clear that unless something is done very soon, it is going to be

small-town and rural and northern Ontario that are going to suffer the most. What is being cut back at the moment are the exorbitant travelling costs that are entailed in trying to service those areas. With the loss of them, one might say, "Okay, the existing services can concentrate on the cities and at least the cities will be reasonably well served."

The problem is, of course, that you are again in another bind. Unless the salary capacity of agencies goes up, there is not going to be any delivery of service for very long in the cities either. What will happen? Then you will be turning increasingly, as indeed the Red Cross has had to recently, to commercial agencies, which do not undertake the kind of training, for example, that homemaker services in Hamilton do for their people. You will have untrained people, as you do from commercial agencies. With no training involved, and no preparation, you will get a deteriorating service in the city. That is really no alternative. The prospects are pretty dire unless this whole system is wound up again on a much more satisfactory basis. It is unfortunate we have to get into these crisis management situations in order to get anything going in a case like this.

The other question I have of the minister is, three years ago under the Canadian Jobs Strategy, she may recall that the federal government decided that homemaking is not a skill to be recognized under the Canadian Jobs Strategy, but there was an exemption given, which lasted for two years, and some training moneys were forwarded none the less under the program for homemakers. Then the exemption was ended and last April, I believe, there was no money available in any formal sense through the federal government for training. Some agencies, like my own in Hamilton, Visiting Homemakers of Hamilton, none the less do divert funds to maintain training programs.

Can you tell me, because I am not informed on that issue, what are the transfers that the government allows for training in its transfers to homemaking agencies provincially?

Hon. Mrs. Wilson: I would endeavour to provide the very specific information to you at a later date, if that would be appropriate.

Mr. Allen: I would appreciate that, because the local agencies again have had to take this responsibility under their wing out of transfers, which were originally designed with the Canadian Jobs Strategy with the availability of those transfers in mind. They are not there any more—I should not say they are not there any more. There

are a few of the Canada Employment and Immigration centres which do use their own discretion with some money that they have to help, but as far as I can tell, that is the exception. Formally, there is no provision for that skill per se.

I must say the interministerial committee noted that it was below transfers of the provincial government in the first place that kept the wages so low; that therefore kept the appearance of the profession as a nonattractive occupation so low in the hierarchy of impressions of skills that led the Canadian Jobs Strategy to drop the skill in the first place.

1640

It comes back full circle to the province and I would appreciate knowing whether you have stepped into the gap in any respect. You have your fingers to your lips. You can go back to the report of the interministerial committee where it is stated very clearly, somewhere about the middle of the document, but I would like to know whether you stepped into that gap in any respect in the ministry to assist with the training costs for homemakers.

Mr. Chairman: Mr. Jackson, I am going to give you a choice here. The minister has a couple of answers to questions you asked on another occasion. Do you want to hear those responses now?

Mr. Jackson: No, we can hold on the responses.

Mr. Chairman: Hold those. You want to go to fresh questions.

Mr. Jackson: Yes, we may as well stay on this subject since it is timely.

Mr. Chairman: Okay, you are on next, and then I will go to Mrs. Poole.

Mr. Jackson: Minister, have you had an opportunity to talk to the Treasurer about his meeting with the directors of the Red Cross on Friday last?

Hon. Mrs. Wilson: I have not talked directly with him since Friday.

Mr. Jackson: Has he furnished you with a copy of their letter to him and the resolution of their board of the Wednesday previous?

Hon. Mrs. Wilson: The group informed me in writing.

Mr. Jackson: So you have received the letter.

Hon. Mrs. Wilson: I have information from the Red Cross, yes.

Mr. Jackson: Very good. Are you aware that there have been dismissal slips submitted in

various jurisdictions around the province, which occurred this morning?

Hon. Mrs. Wilson: I understand that to be the case.

Mr. Jackson: Are you aware that they have made a general ruling, which is not in the letter, that no new clients will be accepted unless it can be demonstrated that the assumption of that client will not increase their deficit? Are you aware that memo has been circulated to all supervisors of the program?

Hon. Mrs. Wilson: I would want to double-check that statement.

Mr. Jackson: In my conversation was with John Mulvihill, who is the deputy commissioner at Red Cross, he confirmed that to me today at noon; that he had in fact notified all of the supervisors. To be clear, that was if it would increase the deficit; in other words, it had to be at break-even or absolutely no subsidy involved from the Red Cross.

You would be familiar then that this is a function of where, in distant and rural settings, it really does affect the delivery of services most. I think Mr. Allen made reference to that as well.

Are you aware that the Minister of Health, in the scrum following the meeting, indicated there is no guarantee that funding will continue for any provider of the service?

Hon. Mrs. Wilson: I am aware that the Treasurer asked both the Minister of Health and the Minister of Community and Social Services to look into the deficit situation.

Mr. Jackson: Why have we not heard from the government on that point? I was looking through the report from the Ontario Advisory Council on Senior Citizens. Is there a reference to the homemaker program? If so, what have they been advising you about the homemaker program?

Hon. Mrs. Wilson: There is a reference in the report to the homemaker program.

Mr. Jackson: Could someone help me with where it is? Oh, I am sorry, page 18.

Has your government implemented any of the 28 recommendations? I think that was a question that was raised by our Health critic, the member for Parry Sound (Mr. Eves), in the House today. Are there any of the 28 recommendations, to your knowledge, that have been implemented?

Hon. Mrs. Wilson: The 28 recommendations from which?

Mr. Jackson: From the interministerial committee report on integrated homemaking servic-

es, with its primary focus on seniors. Are there any of those 28 recommendations, that you are aware of, that have been implemented?

Hon. Mrs. Wilson: The report came out in June of 1988. The Minister of Community and Social Services is now asking for input with regard to those recommendations.

Mr. Jackson: Have you provided input on those recommendations?

Hon. Mrs. Wilson: Yes, I have.

Mr. Jackson: Can you share with us what your recommendations were to your minister?

Hon. Mrs. Wilson: This Office for Senior Citizens' Affairs is, in fact, part of the committee that is reviewing the whole homemaker issue, so that we are commenting on that whole gamut of issues, which range from homemaker issues themselves such as recruiting, retention, training, wages and status, to issues such as you have raised today with regard to travel costs in particular communities and payments for the program. It is an all-encompassing review.

Mr. Jackson: I understand the process of review.

Hon. Mrs. Wilson: Our office is involved in every aspect of that, so we are making comments on every aspect of the review.

Mr. Jackson: You took the report to your advisory council. Did the advisory council look at the 28 recommendations with some degree of specificity or did it deal with it as is indicated in the report: a presentation by the ministry and the following points were made, and they urged you to include seniors in any consultations leading to the development of standards? Did they just listen to a presentation or did they examine and prepare recommendations to you, hard recommendations on the 28, comment on the 28?

I am really trying to get a sense of how the advisory council is advising you on this issue. Is it top-down from the Ministry of Community and Social Services; or was it bottom-up, as they are indicating, that they are hopeful that seniors would have input?

Hon. Mrs. Wilson: The advisory council acts at arm's length from the minister. Their function is to look at whatever issue they would like to look at surrounding elderly concerns and to give me their recommendations. Their advice has been very valuable. They set for themselves a very ambitious schedule.

Mr. Jackson: In fairness, those are all wonderful platitudes and I agree with you on them too. I am asking you a specific question on

whether they gave you advice on the 28 recommendations. I know they are ambitious and I know they are hardworking and I know they are people of great integrity. I am asking you if they chose to deal with the issue in any degree of specificity. They have been meeting, I assume, since June when they had the report. I would assume that they had an option of how they would deal with it.

I do not have Ivy St. Lawrence in front of me, I have you in front of me. I have to ask you what your understanding—maybe your staff person responsible for this advisory council could tell us just how it did deal with that report. What it says to me here is that they received a presentation from another ministry and points were made. Then it said, "Boy, we sure hope that you will include seniors in this consultation process."

I am trying to ask you what seniors gave you consultation; and if they gave you advice, what advice did they give you; because this report does not tell us that they gave you any advice, it just says they listened to a presentation, that points were made and that they urged you to get more advice from seniors. It is obvious what my next question is going to be: How were you getting advice from seniors?

Did that committee at any point take the report at arm's length, which is great, and say it thought these 28 are worth approval or they are not worth approval; or recommendations 8 through 11 are wonderful and timely and appropriate and let's get on with it? I mean, we have all sat on committees. I have sat on advisory committees before I became a politician. The point is they choose which items. Did they choose not to deal with the specific recommendations of the report? I just could not get a sense of that from you. I know they are wonderful people. They have integrity and are hard-working; please do not repeat that.

1650

Hon. Mrs. Wilson: The advisory council sets its own agenda. They chose the process you have indicated. They chose to receive information from the Ministry of Community and Social Services, which of course is the ministry that implements the program. The council reviewed in detail the draft report of the interministerial committee. They made recommendations to me.

Mr. Jackson: Great. What did they recommend to you? Did they put it in writing? If they did, could we see that?

Hon. Mrs. Wilson: The recommendations are in writing. They asked for training at vocational schools and community colleges. They suggest-

ed visiting homemakers should be entitled to a minimum wage. They said there should be opportunities for full-time employment. They felt rates should be set locally and then tenders awarded based on the quality of service. They also recommended that appropriate staff benefits should be built into the rates.

Mr. Jackson: That was the extent of it as you have read it in the report, and that is the extent, to the best of your recollection, of their written comments. Was it as extensive as that or was it in more detail? Would it be helpful to the critics if we were furnished with a copy of their larger remarks? Perhaps I can ask staff. Was that a short or lengthy memo?

Hon. Mrs. Wilson: The advisory council makes its formal report to me via the documents you have before you. What you have there is the formal recommendations from the advisory council on all issues, including the homemaker issue we are discussing. That, then, is the sum of the recommendations. I also meet regularly with the council to discuss their thoughts on various issues more informally and more in depth. The homemaker issue is certainly included, as that has been a very important issue we have been discussing.

Mr. Jackson: When is their next meeting?

Hon. Mrs. Wilson: I met with the council last week. They meet regularly. I also meet regularly with the chairman of the council for an opportunity to discuss informally the items her group is working on. I feel there is a good opportunity to have the benefit of their advice. They have certainly given it to me both formally in their report and in informal discussions on a regular basis.

Mr. Jackson: My final question on that series is with respect to their advice to you as minister to help develop a vehicle for input from seniors. What focus have you made with that suggestion, which was not a separate recommendation but a comment, a sidebar?

Hon. Mrs. Wilson: There are several organizations within the province that represent seniors' groups and seniors: the United Senior Citizens of Ontario, the Concerned Friends of Ontario Citizens in Care Facilities, Canadian Pensioners Concerned, the Older Women's Network, a whole number of seniors' groups. I meet with their executives on a regular basis.

The homemaker issue was on our agenda during a round of meetings that took place in the spring. As well, I have met with the care providers, the homemaker agencies themselves:

the Red Cross, the Visiting Homemakers Association, the Victorian Order of Nurses and so on. As well, I visit individual seniors throughout the province in various areas. I also visit elderly persons' centres where seniors have an opportunity to talk with me about practical sorts of issues and how things are working out in their communities. I have had the opportunity to meet with organized groups that are representing seniors, and also with individual seniors themselves and with the care providers. Those people have all talked to me about the homemaker program.

Mr. Jackson: I get a real clear sense of how you are consulting. I just did not want you to repeat yourself.

Ms. Poole: My question reverts back to a response by the minister to Mr. Daigeler about the information centre. I just wonder how exactly this operates. When a senior phones the ministry with an inquiry, say for the Ministry of Health, does your staff person give the senior a number to phone? Do they make the referral themselves? How does this operate?

Hon. Mrs. Wilson: The answer might differ from call to call. The people who work in the information services area are a very sensitive group of people. In fact, two of them are seniors who are very informed on programs that are available. Depending upon the call, it may be appropriate to give the person on the line the exact phone number and name of the person who could be contacted. In other instances, where it may be more involved and the senior on the other end of the line needs some help, we may perform our advocacy function and assist that senior directly.

Ms. Poole: So there is actually a fair amount of discretion on the part of the staff. If they feel the senior is encountering difficulty with language or with the right procedure, they would actually act as an advocate and contact the ministry on his behalf.

Hon. Mrs. Wilson: That happens, depending on the case; yes.

Ms. Poole: That is really excellent because I find that one of the greatest frustrations, of not only seniors but for the populace in general, is the red tape of government and phoning a dozen different numbers. I am glad to hear that in instances where a senior might encounter difficulty, there is someone who will take on the role of cutting through the red tape for them.

How does this link up with the 18 different ministries that the Office for Senior Citizens'

Affairs co-ordinates with? Do you have special contacts in each of those 18 ministries that your information centre would refer people to, or do you actually refer them directly to the specific sector of the ministry that would help them?

Hon. Mrs. Wilson: Let me give you an example, because it would depend entirely on the situation. A senior might call with a particular question, in which case we might refer the senior to the local Ministry of Community and Social Services office down the street where someone may be there and available to help. At other times it might be more appropriate for someone in the central ministry to help. It is very much dependent upon the nature of the call.

Of course, the purpose is to assist seniors to get the services they need and to access those services with the least amount of trouble and the least amount of hassle. Our goal, then, is to assist seniors in whatever way we can. We attempt to make that happen.

Ms. Poole: I think it is a really excellent initiative and I am glad to see it is set up with such flexibility. I think that really assists the seniors who most need help and makes sure they get it.

Ms. Bryden: I want to switch to an entirely different subject that I do not think we have dealt with, and that is transportation access for seniors and whether they can be served within the conventional system or whether they need a parallel system to provide them with complete access to transportation services in various centres of the province.

The minister is probably aware of the Advocacy Resource Centre for the Handicapped, an agency trying to promote accessible transportation which joined with about 40 other agencies interested in promoting successful transportation for both disabled and seniors. Of course, there are a lot of seniors who are not able to access subways or have difficulty getting on the buses and so on.

This coalition presented a brief to the standing committee on finance and economic affairs this year, outlining a program for access to transportation. I commend that to the minister, if she has not already read it, to see the kinds of innovative proposals it has for making it really possible for seniors and the disabled to be part of our society and be able to participate to the fullest.

1700

This is the report of the standing committee on finance and economic affairs. It is part of the prebudget consultation of 1988 that committee undertook. It includes the submission of what

they call Trans-Action, a coalition of groups concerned with transportation for seniors. David Baker, who is one of the officers of the Advocacy Resource Centre for the Handicapped, presented me with material on this submission and the groups that were involved. It had some very interesting statistics. The minister may be aware of some of them, but not all of them.

One is that Wheel-Trans is unable to respond in any way to about 10 per cent of the calls that come to it. Of course, those who have had experience in the city of Toronto with Wheel-Trans know that it has limited hours of operation, so service is by no means 24 hours or even 12 hours a day for all people. They are also aware that a lot of the subway stations do not have any access for people who cannot negotiate stairs. They are working on a program to try and get the new renovation of the Yonge-Bloor station to include making at least that combination of subway lines accessible to the disabled. But they are going to need a lot of help in making sure this is considered one of the principles under which that renovation will take place.

It is going to be a three-stage renovation over three or four years, I understand. I think the Ministry of Transportation will be putting up quite a bit of the money, so there is certainly a role for the provincial government to be involved. I think your ministry, as an advocacy group for seniors, should join with the Ministry of Transportation in seeing that at least that first renovation project for our subway system includes the concerns of seniors in trying to make the system at that level as accessible to seniors as possible.

I wonder if you could comment on your knowledge of this group. Have you met with them? Have you seen the submission to the budget consultation committee. What action would you be prepared to take to assist this advocacy group.

Hon. Mrs. Wilson: Transportation initiatives are extremely important for providing independence to seniors. If you cannot get around, you cannot have any real degree of independence. For that reason this government has put considerable energy and dollars into the transportation system in the province.

I have been working very closely with the Minister of Transportation (Mr. Fulton) and also with the Minister without Portfolio responsible for disabled persons (Mr. Mancini) with regard to transportation of frail elderly and disabled persons. I know my colleague Mr. Mancini meets with David Baker and the ARCH group on

a regular basis, and he and I have had discussions about that group.

A week or so ago I met with Jeff Lyons, the chairman of the Toronto Transit Commission, and with Carole Kerbel, who is a commissioner. Some of our discussions centred around that new Yonge-Bloor station renovation. The province will be contributing 75 per cent to the cost of that renovation, so that of course is an area that is very important to us.

In addition, you mentioned the Wheel-Trans system. Recently, the Minister of Transportation announced a \$50-million package of transportation initiatives, which includes increased use of the Wheel-Trans system; 125 new Wheel-Trans buses will be added to the system. As well, we will be introducing an expanded computer system so that we can improve scheduling of Wheel-Trans.

Ms. Bryden: Will you be extending hours of operation as well?

Hon. Mrs. Wilson: Yes. On New Year's, for example, Wheel-Trans will have special hours to serve our disabled community. As well, we have put considerable dollars into expanding the criteria for use of the Wheel-Trans system. Now more people will be able to use the Wheel-Trans system. Previously, you had to be unable to board a regular bus before you would be allowed to use Wheel-Trans. The rule has now been changed. Now, even if you have difficulty boarding you have the opportunity to become a user of the Wheel-Trans system.

Ms. Bryden: Will the new buses be able to handle the expanded demand as a result of this broadening of the eligibility?

Hon. Mrs. Wilson: The 125 new buses, as well as our improved scheduling via computer, should handle the increased usage.

Ms. Bryden: How many are replacing old buses that are falling apart or catch fire, things like that? Some of them are replacing old buses that should be taken out of service.

Hon. Mrs. Wilson: I can check to determine what that might be.

Ms. Bryden: What will be the net increase.

Hon. Mrs. Wilson: As well, we are working on a couple of other initiatives. One of those is the accessible taxi, which is a five-year plan to provide 1,500 accessible taxis at a cost of nearly \$5 million.

We are working to provide assistance to home support agencies out there in the community, to assist them to buy vans which their local communities can operate using volunteers in the

community. We are particularly focusing that initiative on rural and isolated communities so that seniors and the disabled in those communities have the same opportunities to avail themselves of activities in the community and therefore retain their independence.

Ms. Bryden: Will there be any subsidization of the taxis? It is all right to have the vehicles available, especially if you are in an area that does not have Wheel-Trans, but it can be a considerable expense unless there is a subsidy or chits or something for people at a certain income level or with certain needs. Has that been considered?

Hon. Mrs. Wilson: The accessible taxi program will provide to the company up to \$3,500 per vehicle. I have found, in visiting various communities, that this type of encouragement to private companies has resulted in increased benefits to seniors. For example, in my local community the taxi company will take the senior to the mall and provide a free ride home. So some of the encouragements the Ministry of Transportation has been providing are making a difference in local communities for seniors.

Ms. Bryden: Are you planning to meet with David Baker? Have you met with him to hear more about the plans his organization is developing for innovative ways of meeting the needs of seniors? It may not be possible to convert the present system very quickly and therefore we have to think of many innovative ways of extending the service.

Hon. Mrs. Wilson: I have not met directly with David Baker. My meetings have been via Mr. Mancini, my colleague responsible for disabled persons. As we get further into transportation issues a meeting with the Advocacy Resource Centre for the Handicapped group might be quite valuable. I appreciate that suggestion.

Ms. Bryden: I think his work affects seniors almost as much as it affects other kinds of disabled people.

Hon. Mrs. Wilson: So many of the transportation issues affect seniors and disabled at the same time. That is why Mr. Mancini and I are working very closely with the Minister of Transportation to effect needed changes that will affect both of our population groups.

Ms. Bryden: I urge you to meet with him because he has a wealth of information and a great many studies that he is either making, or that others he is connected with are making in this

field to find out what the actual need is and what kind of services seniors want.

Mr. Jackson: I would like to ask a few questions about housing. Housing is an area of concern. It has become an increasingly more serious problem of accessibility and affordability for seniors in my community of Burlington.

I am familiar with the manner in which the council has examined it, but it has not really looked at Ontario's rent review program. Prior to your entry here, I should tell you that I voted against the bill; I broke ranks with my party. I do not believe in rent controls and I never have. I cannot vote against my conscience. When I spoke in the House, I said I could not because it will not help people most in need, primarily seniors whose pensions are not indexed to the degree to which rent review has now become indexed.

1710

In the last session, I raised a particular case of the Hobbs family, a couple who are in an apartment on Lakeshore Road in Burlington who received, under the new legislation of your government, a 34 per cent rent increase which reduced their joint incomes. That increase, which incidentally under rent review and appeal went to 37 per cent, left them with less than 20 per cent of their income to live on. Almost 80 per cent went to rent.

They have lived in this building for 15 years. The landlord has now applied for a 19 per cent increase, which is a year and a half in backlog, and they will have the retroactivity costs of the 19 per cent. He has subsequently filed for a further 15 per cent. In effect that is a 68 per cent increase in three years.

They are pleading with me. Right now they are living beyond their means in this apartment because it will take the government another year to get to the two-year-old rent review backlog and the retroactivity. All their savings go within a two- to three-year period. I cannot tell them, "You better get out of there," because I am prejudging that they are going to win; the landlord will not get his application through. I will stop with all the detail. I think it is probably one of my worst-case scenarios. Of the 98 buildings in my riding, on average the increases are running in double digits.

In fairness to you in your first year—you are starting your second year—I want to get a sense that you are aware of the impact of this legislation on seniors in Ontario because the ad hoc programs referred to, which your government refers to and have been presented to the

committee, are separate. They are sort of Band-Aids or supports, as we might refer to them. The average senior in Ontario, if not in an institution is living in private-sector housing. They either own it and are seeing their taxes go up, or they are renting.

When I approached the government about a shelter subsidy program, which I believed in, I was told by your government two-and-a-half years ago that a shelter subsidy program would be too expensive; it would cost \$22 million. This is all in Hansard. At the time we left the government, we were spending \$6.9 million on rent control. The government said, "No way is it going to be more than \$12 million to administer." As you probably are aware, the cost of rent control administration in Ontario now has breached \$40 million, and we are still a year and a half to two years behind. Enough about how serious the crisis is.

My problem, and the problem that is tying me down so badly in my riding, is that I am spending all of my time doing appeals for my senior citizens who cannot stay where they are if they lose and cannot find anything else that is reasonably affordable.

I do not expect you to take a position against your Minister of Housing, but several of your backbenchers have now agreed, the Thom Commission of Inquiry into Residential Tenancies has agreed, every newspaper in Ontario has agreed, every mayor, the Association of Municipalities of Ontario—there are many people who are now saying that we need a shelter subsidy program for our seniors and our vulnerable citizens.

Even the New Democratic Party, which supports universal programs, has indicated some interest in the notion of shelter subsidies. I have identified the problem. I am seeing clearly an area of a solution for our seniors. It is the same way we structure affordable, accessible housing through the Ministry of Housing. I used to chair the Halton Housing Authority and we had the means test, we had the market rent and the subsidy was the difference. We have a program in place now. It is working very effectively.

But as you know, there is no new construction for those seniors places. We really have a crisis of affordability for our seniors who are, if you follow the continuum, leaving their homes and going into apartments. They take their savings. Their savings dwindle so that their standard of living does not suffer too seriously. They lose all of their savings—not all of their savings but virtually all of them—and then they become a

problem for the state in terms of how we deal with these people living out their final years in dignity; and it is very expensive for institutional care.

There is dysfunction there and seniors seem to be caught in the most tragic situation. My question to you is this. I know you cannot tell us what is going on in cabinet, but at some point there has to be somebody within the government who says, "Enough is enough; we have to be doing something here."

You are a logical minister to take that view because in your advocacy role you have the largest identified group that is being harmed under the current rent control system. It is not working for them. What can you do in terms of further embracing your understanding of how serious this problem is and talking more aggressively within cabinet about possible solutions? The one we have now, throwing more government at it, is not working; and the Minister of Housing privately is admitting that. They cannot get the backlog done and all they have done is cap it at \$40 million because they know it could go to \$60 million.

Sorry I have gone on so long. I feel strongly about it. I have the Hobbs, who are now looking at giving up their life savings to stay where they are. They have no family and have modest British and Canadian pensions. It is just one of those anomalies where they are caught in transition; they are going to be badly hurt and they are not unlike thousands of Ontario residents.

Hon. Mrs. Wilson: The percentage of family income which goes to housing makes a great deal of difference to that family's standard of living, there is no question, whether you are a senior or in any other group. Housing has been on the front burner of this government's agenda certainly since I have been here, and as you know before that as well. In my role as advocate for seniors, I have been working with the Ministry of Housing on housing issues which affect seniors and therefore affect the quality of life of seniors. It is a very active role that we are taking and I believe that I am being effective in that regard.

Mr. Jackson: Do you have any assurances that the funding commitments to the programs that in your opinion would be helpful because they are targeted for seniors will be met? The Minister of Housing underspent the budget by \$70 million, if memory serves me correctly, in the current fiscal year, and in the previous fiscal year it was underspent. The year previous to that it was underspent.

The point is, those programs which you believe are working are not working to the extent that they can if they are being cut as well and not being spent to their full potential. When we ask each minister, as we have asked you—and I know you have come prepared to respond to me about Mr. Elston's now-famous letter of restraint, you have to roll back. In the Ministry of Housing these are major dollars. There is already a preliminary indication that there is going to be massive underspending in Housing as well.

I know you are aware of them and I appreciate that, but I would like to know that you are monitoring and fighting to make sure that, at least those dollars that affect low-income groups and seniors are being promoted so that we are building those units that we say we are building. We are saying it in the council report and we are saying it at all public forums, but we are not saying, "Yes, we promised \$60 million but we are only going to spend \$10 million this year."

Those are the kinds of questions I put to you in terms of whether you are monitoring that or are just accepting the report card from the Minister of Housing at the year's end.

1720

Hon. Mrs. Wilson: Mr. Chairman, I regularly have groups come to see me about housing for seniors. Church groups and ethnic groups, for example, are working to provide housing for seniors in their communities. The Minister of Housing has developed a program of housing advocates who are working in areas quite successfully to mobilize community resources to provide much needed housing. In areas such as Peel, for example, where they have a very sophisticated housing authority, that type of assistance is not needed. But in areas which have not had as much experience, and perhaps may be less sophisticated in filling out government forms and establishing the need and so on, the housing advocates are making a very big difference in the amount of housing that we will be able to have come into effect.

Mr. Jackson: No, Madam Minister, I am sorry. You have this misguided perception. We are getting more applications, more quality applications and more interest as a result of the advocacy but that is not resulting in more units being constructed. That is my whole point. I went through this three years ago when we had 17 applications—a third of which were for seniors' housing—in Halton region. Alvin Curling turned down every single one of them until I asked him about it in the House. He said, "Well, we think you are a rich community." We forced a meeting.

We sat down and we finally got a seniors' proposal put through.

The point is, now we are getting 25 and 30 applications. So, that is what we achieve with the advocacy. Our problem is not finding interest and demand; that is why I asked you specifically are you monitoring the Minister of Housing specifically from the point of view that her stated commitment was equal to bricks and mortar being completed?

That is all I am really asking; and it is so simple to have it monitored. What are the construction levels of special needs housing for seniors and what are the actual numbers on completions? That is really the nub of my question. The government was correct in developing an advocacy group but if all it ultimately does is have more people lined up in a queue then it is almost somewhat cruel.

But I do not want to indict that. I believe that you are going to go in there fighting but you cannot fight if, when the minister announces she is going to do all this housing you just think it is being done. I would like to hear from you that someone in your group is looking at it, is aware of it and therefore you are comforted that you are delivering the units. That is all I am asking.

Hon. Mrs. Wilson: Mr. Chairman, perhaps Mr. Jackson was out of the room when I addressed this issue earlier in this meeting today. The Office for Senior Citizens' Affairs is working actively on a regular basis with the Ministry of Housing to influence policy around seniors' housing and to influence numbers around seniors' housing. I believe that we are being effective.

Mr. Jackson: So you are aware of the numbers. You can tell us, "Cam, we were on target for this fiscal year for a thousand units and by God we are going to give over a thousand keys?" You use the word "effective" and you have to understand whether you are meeting your targets. That is all I am asking you. It is a basic question, Madam Minister. Is anybody reporting to you about the completion figures in specific language?

Hon. Mrs. Wilson: Mr. Chairman, Mr. Jackson has asked if we were monitoring. I would suggest that we are doing much more than monitoring.

Mr. Jackson: Yes, I understood that. I asked you if you had the specific—if it is much more does it include the specific numbers of units completed; or conversely, is the ministry reporting to you those units that it will be unable to

complete this year, given the money that was earmarked?

Hon. Mrs. Wilson: Mr. Chairman I do not have those figures—

Mr. Jackson: That is all I wanted established.

Hon. Mrs. Wilson: —at the tip of my fingertips in my book today. We are well aware—

Mr. Jackson: So, you will treat that as a question that you will get back to us with?

Hon. Mrs. Wilson: I am sorry. I have missed that.

Mr. Jackson: Would you then kindly take that under notice as a question to your staff to report back to this committee as to how many seniors' housing units in your extensive monitoring were completed or are on target for completion? That is all.

Hon. Mrs. Wilson: The answer is very simple. Yes.

Mr. Jackson: Thank you.

Mr. Chairman: Ms. Bryden has a supplementary on this question.

Ms. Bryden: First, I did want to correct what seems to be misinformation by the member for Burlington South (Mr. Jackson) when he said that even the NDP supports shelter allowances, which he was proposing.

Mr. Jackson: To set the record straight, I said they have expressed interest in shelter allowances. If you would like the individual members—

Mr. Chairman: Would you allow Ms. Bryden to clarify her position?

Mr. Jackson: No. It is a point of order, Mr. Chairman. My point of order is that she is correcting the record and she is misquoting the record.

Mr. Chairman: Well, you are not giving her an opportunity to express what she is—

Mr. Jackson: She is getting into an opinion of my point.

Ms. Bryden: I do not think you will find in NDP policy a position in favour of shelter allowances. We may have discussed them at times, which might be an interest, but generally you find when you study shelter allowances that they become simply a subsidy to the landlord and the rents usually climb to meet the amount of the allowance rather than help to provide new housing supplies. Simply subsidizing existing buildings is not the answer. The supply surely is the answer, and I think the minister was telling us

that her objective and the Ministry of Housing's objective is to increase the supply.

I think, however, your questions are well taken in that we must find out how much the supply is being increased, because this is the crux of the problem for the seniors you are meeting who are running out of money after they have perhaps sold their house and moved into an apartment and are finding that the rents are running away with their income and they are not able to maintain it.

Minister, I would like to mention the thing I mentioned at the last meeting about the growth of so-called retirement homes for seniors, what they call lifestyle homes and things of that sort. They are also running away with seniors' money, because they are not subject to any rent control either and a lot of them sell their houses and put their life savings into taking a room in these very inadequate little apartments that are sort of one-room apartments for seniors. Then the rents go up and they cannot afford it even if they find the accommodation satisfactory. We must get more action on the regulation of retirement homes. I think we are still waiting for a date from the minister as to when she is going to regulate them.

My final point is that I think Mr. Jackson is quite right: there is simply not enough assistance from the government for nonprofit groups or any kind of senior housing groups because the mortgage money takes so long to get from both the federal and provincial governments and because the available land to build on does not seem to be there at a price which can make it suitable for housing.

I would just like to report, for the interest of the committee, that on Sunday I had the very happy occasion of attending the opening of the Hope Centre for seniors which was built by a nonprofit church group in my riding. It took them eight years to get the mortgage money from Canada Mortgage and Housing Corp., with all of the community groups that were working with them writing CMHC and writing the Minister of Housing here every year and saying: "Put us on the list this year. We've been ready for seven or eight years and we have seniors waiting."

They finally opened the house on Sunday and the main thing about it is that of the 200 who are coming in, all but about half a dozen will be on rent geared to income. Some of them are frail elderly people and there will be specialized programs for them. Some of them are disabled and there will be specialized housing for them. It

is a unit that will provide the kind of housing that we want for seniors: nonprofit housing.

Senior Link, which has been mentioned here before, the community organization that assists seniors to stay in their own homes, is also working with this project which will make the seniors able to stay in their own apartments and be independent. I think it is one of the achievements of the nonprofit sector which has really shown what we can do.

1730

It is up to the Minister without Portfolio responsible for senior citizens' affairs to try to get more assistance for this kind of nonprofit community planned group. One of the speakers at the opening ceremonies who was a reverend father said, "We are, with the Lord God, co-creators of this housing community." That is what happened when they got together.

Mr. Chairman: I am not sure there was a question there, but thank you for your comments.

Ms. Bryden: It really gets back to the question of money available for mortgage money, and also the retirement home question. Are the seniors going to be led down that garden path?

Hon. Mrs. Wilson: Perhaps I could comment on the rest and retirement home initiative. This may be the appropriate time. Currently, rest and retirement homes are not subject to rent control because they have that care component. Cases have been brought to my attention where people feel they are receiving inappropriate increases. That is one of the reasons we are moving to provide some regulation for rest and retirement homes. This business is currently unregulated in the province.

We are just completing the analysis of a survey we have done to determine what the industry actually consists of. We now have information as to the number of rest and retirement homes, where they are located, how many empty beds they have, who is living in them, what sort of care they are giving, who their staffs are, what they are doing with regard to medications and so on. It is quite an extensive survey. We have never had, until this time, any reliable data with regard to the industry at all.

This survey is going to provide us with the basis for discussion of standards of care in rest and retirement homes. It is a growth industry; there is no doubt about that. With the ageing population, entrepreneurs have seen this in an area in which they could provide a service. It is appropriate, I believe, that we have some understanding of the service they are providing

so we can make sure it is the appropriate service for the people they intend it for.

The advisory committee which has been studying the rest and retirement home issue, a committee of people across the province with broad expertise in this area, has informed me that it will have its report ready for me in the spring.

Do you wish to talk about other housing alternatives?

Ms. Bryden: That would be useful.

Hon. Mrs. Wilson: As well as increasing the supply of new housing for seniors, the Ministry of Housing has some other initiatives which are providing housing for seniors. For example, the home sharing program allows a senior who does not want to give up a big home in which she may have raised her family to bring in another person to share the facilities, to share the work, to share the responsibilities and to remain in that home.

Portable living units for seniors, the PLUS program, which is commonly referred to as granny flats, is a demonstration project the Ministry of Housing is working on in 12 areas of the province.

We are also working to convert nonresidential space or unused residential space into usable apartments, and seniors too will have the opportunity to take part in that program.

Ms. Bryden: Do you support basement apartments for seniors? This is a big issue in the city of Toronto. If there is unused space in a building, whether or not it is in the basement, it should be used for housing if it can meet health and safety standards: sufficient light and air. Is that a desirable alternative that should also be looked at? There is a lot of unused space in a lot of houses where the zoning bylaws do not allow basement apartments.

Hon. Mrs. Wilson: Housing intensification, which includes the use of basement apartments, can be part of the solution. I know that the Minister of Housing is encouraging local municipalities to review their bylaws, the municipalities having the power to allow or disallow such use. I think that intensification is quite an appropriate way to assist housing.

Ms. Bryden: Just a week ago we got the Ontario Municipal Board to accept one basement apartment in an area that had been zoned against them. We are making progress.

Mr. Daigeler: I have a supplementary to this and then a new question. Do you have an indication of how many Granny flats are in operation at the present time? I have never seen

one. I know it is existing as a project, but have there been some built?

Hon. Mrs. Wilson: The PLUS project is a demonstration project at this point in 12 areas of the province. Ottawa-Carleton is the site of a demonstration project. The Ministry of Housing supplies the granny flat. It is placed on the property with another home.

Mr. Daigeler: Do you have any figures of how many are in operation?

Hon. Mrs. Wilson: There are 12.

Mr. Daigeler: I see.

Hon. Mrs. Wilson: It is a demonstration project at this point. The Ministry of Housing is now doing the evaluation. It should be out very shortly. I know in my own area there has been great interest expressed in having granny flats by some of my constituents. The local municipalities have thought otherwise at this point and are looking forward to the evaluation that the Ministry of Housing will be preparing, so that they can look at it with the view to perhaps amending their own bylaws to make something such as that possible.

The fear that those municipalities have is that when the senior may no longer be in need of the granny flat, someone else may move in. In the areas where the Ministry of Housing is demonstrating the program, it has worked with the municipalities to ensure that they are affordable units, that on an annual basis we determine who is living in the unit and at the time the senior would no longer need the granny flat, she is moved out. I think the evaluation will be of interest to the Association of Municipalities of Ontario and the municipalities.

Mrs. O'Neill: I have a supplementary to that.

Mr. Chairman: A supplementary would be appropriate before Mr. Daigeler goes on to his question.

Mrs. O'Neill: Is that in four centres, or three centres of four each or something like this? I think we have four in the Ottawa-Carleton area, don't we?

Hon. Mrs. Wilson: And Waterloo. The third centre has just slipped my mind.

Mrs. O'Neill: Okay. That is fine. Is the evaluation going to include one of the fears that people had in regard to property value, tax revenue and assessment of the properties upon which these are put? Are you involving that ministry, or how is the review taking place?

Hon. Mrs. Wilson: The Ministry of Housing is evaluating their demonstration project. The

review will include cost efficiency. For example, it has been suggested by the United Senior Citizens of Ontario that the cost of the facility may not be worth the benefits that may be gained. The Ministry of Housing will be looking at it from all aspects: How it really works with municipalities, what local bylaws were affected, what changes they needed to make, what the ultimate benefit to the consumer was, and so on.

Mrs. O'Neill: So you are satisfied that it is going to be quite a comprehensive review?

Hon. Mrs. Wilson: Yes.

Mrs. O'Neill: Will the inhabitants of these units be interviewed? Is that part of the review?

Hon. Mrs. Wilson: I can get the information for you with regard to the parameters of the review.

Mrs. O'Neill: Well, they had such a high profile. I know people who went into the scheme quite comfortably, but maybe two years into it are not quite so comfortable. I hope this will be a good evaluation, because it certainly seems to be a good alternative to investigate. I think we have to look at the whole aspect, its effect on the neighbourhood, property values, tax revenues, assessment and all these other things, as well as just the comfort zone, so to speak, and the cost.

1740

Mr. Chairman: Mr. Daigeler, would you like to get to your question?

Mr. Daigeler: Sure. Last Sunday one of the seniors approached me after church and brought up a good question that I think is of interest to everyone. He was wondering whether, as a Liquor Control Board of Ontario employee, he has to retire at age 65.

I am just wondering, first of all, do you know the answer to that particular question; but more important, where is that with regard to mandatory retirement? I know there has been quite a discussion about this, whether it is within the Charter of Rights or not. Where is this right now, and how do you situate yourself in that discussion?

Hon. Mrs. Wilson: The Ianni report was given to the Minister of Labour (Mr. Sorbara) some months ago. That group was studying mandatory retirement. The Ianni group did not come to a unanimous decision. The Minister of Labour has that now and I have discussed it with him.

Mandatory retirement, to the elderly of the province, is symbolic. For example, if you read the obituary column, often beside the person's name is printed that person's work. We are very

much identified by what we do. We are often valued for what we do. That is what our society tends to do. For seniors then, mandatory retirement seems to be a symbol that they are not as useful as they once had been if they are forced to retire. Yet the figures indicate that fewer than one per cent of the workforce would actually prefer to work beyond age 65.

We have been dealing with the Pension Benefits Act and with Canada pension plan reforms. The Ministry of Tourism and Recreation has just recently brought out its retirement planning manual. That manual will be used in elderly persons' centres across the province, in community groups and libraries and so on, to assist people to plan well in advance for a meaningful retirement, not just from a monetary point of view but from the point of view of a useful life after retirement and self-esteem after retirement. We are promoting the value of retirement planning.

The Ianni task force on mandatory retirement did bring up some interesting points. It talked about flexible hours and shared work. I believe that those deserve serious consideration. I am working with the Minister of Labour on those issues.

Mr. Chairman: We have at this point an hour and 39 minutes left. I am going to have to excuse myself because I have an appointment at a quarter to six. I am wondering whether the committee wishes to adjourn at this point and complete our one hour and 39 minutes on Thursday, or I should ask the vice-chairman to take over. What is your preference?

Ms. Bryden: My last question is a quickie, but it is up to the committee whether the members want to hear it.

Mr. Chairman: You were next on the list. We could recognize you first thing on Thursday.

Ms. Bryden: I would probably like to get the question in today; then we will be free to start with the more substantive questions later.

I think this illustrates to the committee what people expect of the Minister without Portfolio responsible for senior citizens' affairs. A year and a half ago a delightful 78-year-old senior wrote to me and said that she found handling this big telephone book very difficult with her arthritis. She asked whether I would see if Bell Canada would consider splitting it.

I wrote to Bell and said that this is a great problem, not just for 78-year-olds with arthritis—this particular one had arthritis—but also for a lot of disabled people of all ages who find this book pretty hard to handle. Some cities are already

splitting the book when it has gotten very big. The question was would Bell consider the next book.

They wrote back and said that there a lot of problems. They had considered it, but they did not really feel that the added expense of binding two books and so on justified it.

The same lady, now 80 years old, wrote me a couple of weeks ago. Her name is Helen Weinstein and she lives in my riding at 207 Eastwood Road. She asked if we would consider this in the Legislature or should she write to the minister responsible for senior citizens' affairs? I am sort of telescoping the process by bringing it to you now as to whether you think it would be worth the ministry negotiating with Bell telephone to see if this splitting of the telephone book could not be arranged for the next printing or as soon as possible. I think you will find that a lot of disabled people of all ages would find this a great convenience. I know this lady is still hoping that the minister will be able to do something.

Hon. Mrs. Wilson: I may, with a little humour, tell you that this is one of my mother's projects. She has done it for years. When the new phone book comes in, she quickly separates it all so that Mississauga gets its own book and Shelburne gets its own four pages attached to the yellow pages at the end. When she visits her daughters, one of the first things she does when a phone book comes in is to do the same thing for our phone book. She thinks it is very convenient for us all.

Mr. Jackson: Can you give Mrs. Weinstein your mother's phone number?

Mr. Beer: A new business is going to start.

Hon. Mrs. Wilson: They probably could get together.

Ms. Bryden: The Toronto phone book is a little harder to divide. I think she does that right now and pastes a new cover on, but it does not hold together as well as she would like.

The Vice-Chairman: Ms. Bryden, do they talk about the size of the print as well, or is that a problem?

Ms. Bryden: Yes, that is a real problem too. Of course, it would be nice if they could enlarge the size of the print for seniors.

Hon. Mrs. Wilson: Then the phone book would be fat, would it not? This is an interesting problem.

Mr. Beer: There are some companies doing that now with the Bell book. I am not quite sure how it works, but we have it in our community where they seem to have targeted seniors

somehow. My mother has a copy of a smaller phone book for the town and the print is bigger. I do not know if they do that over in Orangeville, but it is quite good. I do not even know who does it or how they get permission to do it and from whom, whether it is through Bell, but the print is much bigger.

Ms. Bryden: Could the ministry make a survey, of big cities particularly that have this problem, and what you are mentioning—means of enlarging the print in some way for people who have difficulty reading the present print?

Hon. Mrs. Wilson: I can certainly do some investigation. This is a very practical problem that someone has to deal with on an everyday basis. Sometimes it is the little things that make a day frustrating or make for poor quality of life on a daily basis. While some things may appear to be insignificant, for the frail elderly or for the disabled, on a regular basis making the small activities of daily living easier can make a very big difference in the quality of life. As an advocate for seniors, I do not in any way denigrate some of the little issues that you bring forward, because they are very important on a practical day-to-day basis.

The Vice-Chairman: Mr. Jackson, do you want to finish off the 10 minutes? Is that what we have decided?

Mr. Jackson: Yes. Thank you, Madam Chair, since you have been so kind to relieve the chair.

The question I want to raise is about an incident that occurred this year which has yet to be resolved—but it will be—and that is Brantwood Manor Nursing Home. You are familiar with the case. I raised it in the House several times.

Aside from the fact that we unfortunately saw the government in a position where it had no legislation to deal with that, a later issue was the transfer of a licence, there is nothing in legislation in between. I have called upon the government to perhaps undertake the review of the manner in which licences are transferred to nursing homes.

I served on that committee two years ago and we dealt with a lot of issues. In our wildest dreams, we did not think that these licenses would be returned. Would the minister undertake to review the 60-day licence return requirements? Given that there is no plan from the government and given that there are no strategies, all we can hope for is that with more time we can come up with another purchaser and allow labour disputes to cool off in order for cooler heads to prevail and to ensure that

residents are not thrown out on the street and transferred all over Ontario. The minister said that was in fact the only option—to transfer them all over southern Ontario.

1750

Would you help to undertake and support, at minimum an extension of the time frame for licence return by operators in order to give us more breathing space to come up with a strategy? It was like pulling teeth to get that concession out of the government. I am going to present a private member's bill anyway, but it is going to die on the order paper. I am just hopeful that you would have come through that experience sharing the concern of United Senior Citizens of Ontario, Concerned Friends of Ontario Citizens in Care Facilities and others who witnessed that Brantwood Manor incident.

Hon. Mrs. Wilson: We followed that Brantwood incident together over the past winter. The extended care review will bring up some of those very concerns that you have. The whole thought towards developing that new, improved act is to deal with some of the issues which were not dealt with in the original act back in the 1970s. Certainly the licensing is something that will come up in that extended care review.

The new compliance management review, which the Ministry of Health has put into place in the last few months, deals with the issue of licences. There is an opportunity for input from the residents, the public and so on when a licence is going to be sold or transferred.

Mr. Jackson: That is fine; we have done that.

Hon. Mrs. Wilson: That may not address your specific concern.

Mr. Jackson: We spent six months doing public reviews. Bill 76 was an extensive review. We could discuss that for an hour. I am really trying to focus on the one issue of a labour dispute. This is a serious matter. We had a situation where the union staff, on their very last night in the building, overdosed the residents with laxatives. This was a serious incident. I am determined never to let it happen in the jurisdiction which I have the responsibility to represent. I would say the labour difficulties that occur in nursing homes have taken a rather inappropriate turn. We have witnessed with Brantwood Manor the fact that the government said we have no way to help here.

Can you help us at least change the section of the act which says 60 days from the day you bring that licence to the nursing homes branch in the Ministry of Health that place closes, converts or

does whatever it wants. The government puts no value on that. We were going to lose our beds and our allocation. I do not want to get into all that. I simply want to ask your support to give us 120 days, because we acted alone. We had to start with the city and the region. I do not want to go through the whole story. We had to work tirelessly to get people to a position. We had to find a private operator. We had a whole lot of things to do. The time was the thing that was killing us. The ministry, and rightfully so, had immediately to make plans to get the residents of those 139 beds put in homes, 75, 150, 200 miles away. No government wants to do that.

We have no one pushing them to say let's make sure that it does not happen. We cannot stop labour disputes, we cannot go in and legislate and say no union can have difficulty. We can help by saying let's give some time here. Even when I asked the government if it would extend, we got into an argument about legal opinions as to whether we could or not. To this day, the minister has never responded to my letter to the Attorney General (Mr. Scott) or the Minister of Health on the question of the rights of tenants and the legality of their being thrown out of their own home without due notice and due process.

The point I am really getting at is, give us more time. The 60 days is too much of a high risk. There are labour difficulties in selected nursing homes in this province, some for-profit and some nonprofit incidentally. I am aware of your initiatives in other areas and I am supportive of your work in that area. I just want to make sure that when this thing happens again, the hammer does not come down quickly because the government, responsibly so, is out there finding beds for them and shipping people all over Ontario.

Would you undertake to look into it—at least do that for us, because nobody seems to be pushing for it? I am hopeful that you would. It is clearly a matter solely of interest within your jurisdiction by virtue of the fact of the radical displacement of people from their homes. It is their home. It is their residence. That is where they live. It is not some place where they are in transition.

Hon. Mrs. Wilson: Because of the legal implications which you have mentioned, I cannot comment on the specifics. The current operational problems in nursing homes, of course, rest with the Minister of Health. I could certainly say that I am prepared to discuss that issue with the Minister of Health and with the Attorney General, reiterating, of course, that it is our

intention to deal with a lot of those sorts of problems in our new extended care act.

Mr. Jackson: Finally, regarding Brantwood Manor, it came to our being on the telephone calling operators all across southern and western Ontario. We were brokering conversations from private groups, nonprofit groups, religious groups, everybody. The minister, as well, was meeting with selected people. She met with the operator at the Kiwanis Boys and Girls Club of Hamilton and she asked them if they would please come forward and make an offer for Brantwood Manor.

I was disturbed at the nature of the conversation because when they said, "That's great but we can't afford \$7 million; we could only afford about \$3.5 million," he said, "Well, there have to be some other people interested." The minister—she has not denied that she has made this statement—said to him: "Our government does not want to encourage religious groups going into the nursing home field, making those applications. Our government was trying to get community-based and nonprofit organizations."

I just dismissed it. I just filed it away as an interesting comment. Can you look into that matter and talk to the minister about it because the Kiwanis group found it an interesting comment to the extent that that may be some sort of policy. It has never been stated publicly, but certainly the directors of Kiwanis do not deny publicly that the minister stated that. I think certain religious organizations have current applications for nursing home beds, which are very rare to get. But in the odd occasion that they do, I think it is fair to let them know that that is the policy of the government.

I would hate to see that after 20 applications have all been turned down, we have a de facto policy. If that is not a policy of the government or of the ministry, could you perhaps make sure that point is clarified? You are aware because you have even today mentioned you were meeting with some of the groups, including religious groups, which have applications forward. If you would look into that, I would appreciate it. I am sure you have a position on it, but if you would look into it, I would appreciate it.

Hon. Mrs. Wilson: I am not aware of the Minister of Health having made such a statement, but I can certainly discuss it.

The Vice-Chairman: We seem to have about one and a half hours left in this series of estimates. We would like to meet Thursday at 3:30 and then complete the estimates by 5 p.m. We will be meeting in room 151.

The committee adjourned at 5:59 p.m.

CONTENTS

Tuesday, December 6, 1988

Estimates, Office for Senior Citizens' Affairs	S-401
Adjournment	S-424

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Also taking part:

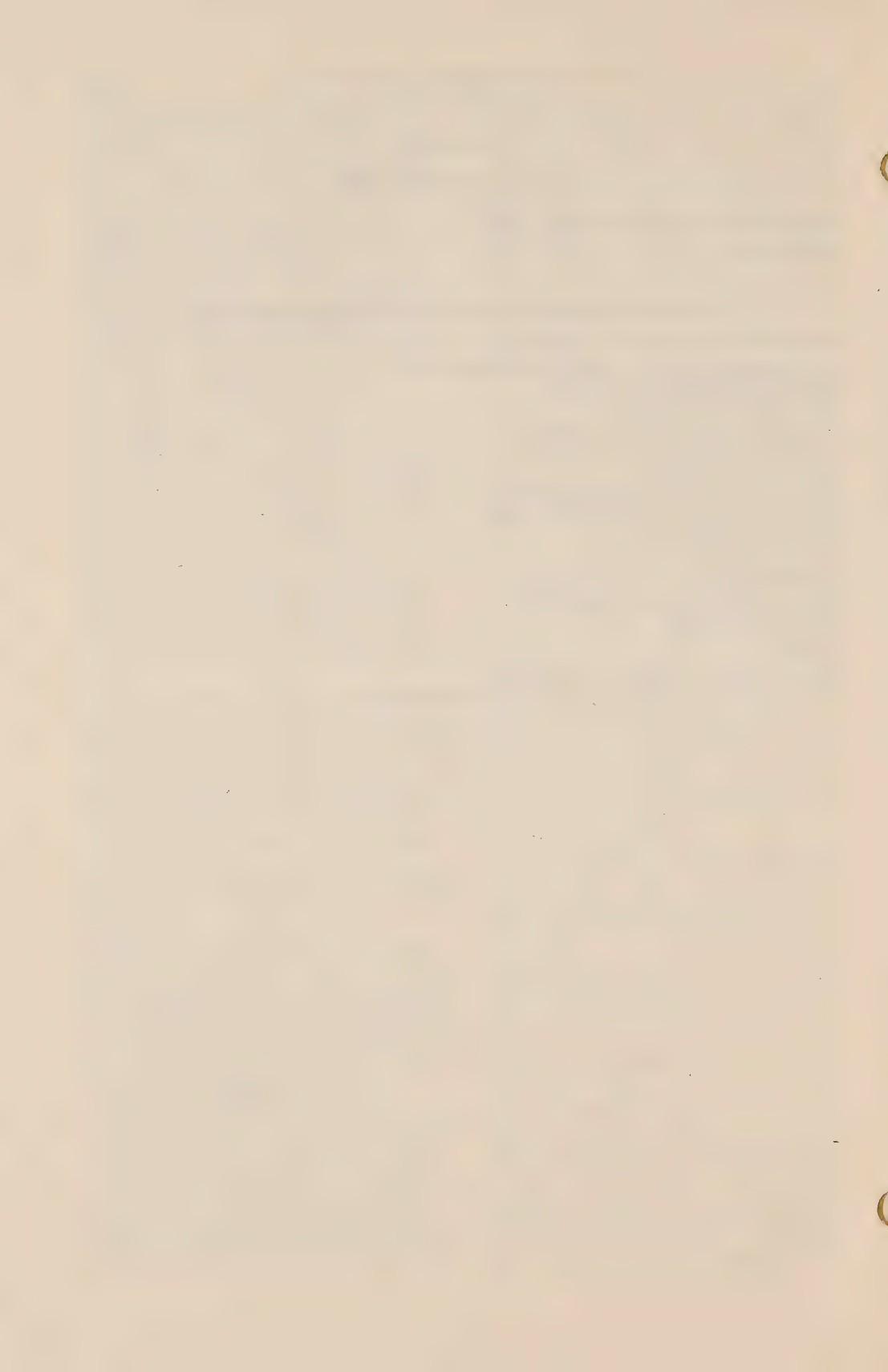
Bryden, Marion (Beaches-Woodbine NDP)

Clerk: Decker, Todd

Witness:

From the Office for Senior Citizens' Affairs:

Wilson, Hon. Mavis, Minister without Portfolio (Dufferin-Peel L)





CA 20N
XC 12
- 577

No. S-17

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Office for Senior Citizens' Affairs



First Session, 34th Parliament
Thursday, December 8, 1988

Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, December 8, 1988

The committee met at 3:45 p.m. in room 151.

ESTIMATES, OFFICE FOR SENIOR CITIZENS' AFFAIRS (continued)

On vote 3301, Office responsible for Senior Citizens' Affairs program:

Mr. Chairman: Members of the committee, we are ready to begin. This is a meeting of the standing committee on social development, convened to consider the estimates of the Office for Senior Citizens' Affairs, with the minister, the Honourable Mavis Wilson, here to answer questions of members of the committee.

We have one hour and 24 minutes left in the committee's deliberations on these estimates. This is our final afternoon together with this particular minister. The minister has a number of responses to questions asked on two previous occasions. Since this afternoon is the last chance for her to get the answers in, perhaps we could start with those responses and then go to new questions.

Ms. Bryden: In view of the shortness of time and since some members have questions they have not yet been able to put, could the minister tell us as she comes to each item what it is in response to? If the member who asked that question is satisfied with a mailed reply sent to that particular member or to all of the committee, we would accept that. If the member wants to hear it, and it may be fairly brief, then he would accept that. Can we judge each subject as it comes as to whether we would prefer to have it mailed to us?

Mr. Chairman: We will allow that. Some of the answers are to questions that Mr. Jackson asked. This being the last opportunity to get the answers on the record, I will seek guidance from Mrs. Cunningham as to whether the answers should be given as we come to them, as Ms. Bryden suggests.

Mrs. Cunningham: Sure.

Mr. Chairman: We will take them one at a time. If you would indicate the question first and if the opposition parties wish to receive a written answer from you at a later date, to allow more time for new questions, then we could perhaps follow that approach.

Hon. Mrs. Wilson: Given that 10 hours have been allotted to these estimates and that the questions are on the record, I think it appropriate that the answers should be on the record as well. The responses are quite brief and I will go through them just as quickly as possible.

Mr. Chairman: Is that acceptable? Can you deal with all of them in about 10 or 15 minutes?

Ms. Bryden: If they are brief enough, because we do want some time this afternoon for new questions.

Mr. Chairman: Yes. Proceed.

Hon. Mrs. Wilson: Ms. Bryden asked some questions with regard to special transit vehicles at our last meeting. There had been announced a \$50-million initiative of special transportation projects. We were talking about Wheel-Trans buses. The announcement provides for 125 new buses which will be added to the system over a five-year period and will bring the total number of Wheel-Trans vehicles in operation to 525, which is an increase of 30 per cent.

Mr. Allen had made comments with regard to funding for training for homemakers. The integrated homemaker program was first introduced at a time when the federal government was providing dollars for homemaker training. Therefore, training dollars were not included in funding for our homemaker program. As you are aware, in April 1987 the federal government withdrew funds for homemaker training.

Because the Ministry of Community and Social Services recognizes that training is an important component of our homemaker services, it does provide resources within local agencies to provide a degree of training to homemakers. Because the Ministry of Community and Social Services is decentralized and those figures appear within local budgets in each of the area offices, I have not been able to get all of that information together—that would take a great deal of time—but there is money for training there. It does not equal what it was originally, before the federal government withdrew those funds.

1550

Mr. Allen asked me to investigate a memo which he indicated was being circulated with regard to dismissal slips being issued to home-

makers. I was not aware of it at the time, but I did tell him I would investigate and I have done so. My investigations show that we cannot find any issuance of dismissal slips with regard to homemakers who may be affected in agencies that are experiencing deficits. I have looked into that for him.

Another issue that was raised was the portable living units for seniors program, the granny flat project within the province. I can confirm that there are 12 granny flats under demonstration in the province. They are in three locations. Waterloo has four, the Sudbury area has four and the Ottawa-Carleton area has four. There is one in your Nepean area, Mrs. O'Neill.

We have discussed evaluation. The Ministry of Housing is currently evaluating the demonstration project from several viewpoints. The review comprises four components and one of those is the social assessment, which includes actual interviews with seniors who are occupants of the granny flats, and also with the host families, to determine their degree of satisfaction with the concept.

They have also been interviewing neighbours to determine how the existence of an additional dwelling on a site may be affecting the neighbours with regard to transportation, noise and so on. They are addressing part of the assessment to technical issues, such as the prototype, how suitable the housing units are for Canadian winters, how portable they are and so on. They are also looking at alternative technologies. For example, would mobile units be more appropriate than the units they are currently testing? Also, they are testing site installation: how appropriate it was to actually get the unit into the backyard or the side yard in a serviced city lot.

The ministry is doing a market study as the third component. This will identify potential users out there in the community. They are also assessing the planning, the regulatory and the legal implications, and we talked about some of those briefly the other day. They are reviewing planning considerations which municipalities may need to address. They are doing an evaluation of possible alternatives to bylaws, which may regulate granny flats in an appropriate way. Also, they are looking at legal considerations.

A second and separate review that the Ministry of Housing is undertaking will be an examination of the effect on property values in an area where a granny flat may be added to a particular street in a particular community. The evaluation is quite a comprehensive one and I think it will lead to

good results that our municipalities and certainly the Association of Municipalities of Ontario would be interested in.

Mrs. O'Neill: Did you give us the date upon which that evaluation will be complete? I think you might have.

Hon. Mrs. Wilson: The evaluation is taking place right now. The original anticipation was that it would be complete in December. The printing and so on may take a little while, but it is nearing completion.

Mr. Jackson brought up some issues with regard to housing commitments made by the Ministry of Housing. He was asking about specific information with regard to actual commitments and starts and then actual completions of projects. There is a contingent within the Office for Senior Citizens' Affairs which is responsible for the development of a new policy framework for senior citizens' housing issues. That group also monitors activities and developments within the Ministry of Housing as they affect seniors.

Let me give you some figures about nonprofit housing activity for seniors, and Mr. Jackson will no doubt then see this information in Hansard. My staff has done a great deal of work in reviewing the actual commitments and units started. For 1986, the Ministry of Housing committed to approximately 2,000 units per year. In 1986, the number of units actually committed was 1,986 and the number of units started was also 1,986. The number completed to date is 1,460. It takes about 18 months to get a unit from the planning stage to the completion stage, but all of those 1,986 are in the stages of completion.

In 1987, the units committed were 1,944. The units started were also 1,944. As of this date, 480 of those units are completed and the others are on their way to completion. That, I think, is the specific information Mr. Jackson asked for.

I am sorry he is not present today, because he asked about a memo he had heard about that said the integrated homemaker program would not take on any new clients, which would add to deficits. I was not certain if he was referring to a memo, which does not exist, from the Ministry of Community and Social Services or if he was in fact referring to a memo from the Red Cross director to homemaker supervisors; the memo which talked about the media's awareness and interest in the Red Cross's \$1.1-million deficit and provided to the homemaker supervisors information which would be additional to the

official press release the Red Cross had given out.

Mrs. O'Neill: I think it is the latter, because the same thing is happening with other co-ordinators of integrated homemaker services in the rest of the province, and we are certainly getting the same kind of memo or communication, whatever you want to call it, in our area, underlining that they will not expand the service.

Mrs. Cunningham: I can assure you it was the latter.

Hon. Mrs. Wilson: The area offices of the Ministry of Community and Social Services will identify other sources of assistance in communities where the Red Cross may feel it is unable to provide assistance to the elderly and disabled. In many of our communities, homemaking services are provided by a number of agencies. Ministry of Community and Social Services local offices will be looking to provide services for the elderly and disabled via other agencies which are already providing those services in the community.

It may be appropriate at this time to have some discussion about homemaker programs, if Mrs. Cunningham and Ms. Bryden would be agreeable to do that at this point.

Ms. Bryden: I appreciate the minister bringing us the information on the questions that were asked. It was succinct and brief, which is a great help to members of the committee.

Regarding the integrated homemaker program, there still is great concern that it does not extend to the whole province nor to most of the major urban centres, particularly Toronto, which I know best, where there is no integrated homemaker program except in East York. There is still a very great problem of people needing this service in order to stay in their own homes and to be successfully discharged from hospitals as well, combined with the hospital home care. The need is simply not being met. It seems that part of the problem is the very low wages that are available and also the lack of training for homemakers, so that the ones who do come are really unqualified to do the job, and the fact that some of the private agencies are paying very low wages, generally minimum wage, in order to provide homemaker services. All of those are combining to make the service quite unsatisfactory for many people or just not available at all because the agencies are not getting enough recruits.

1600

I think one of the greatest crises facing us is how to get this program available to seniors who

need it very badly. In the long run, it will save us all sorts of money in keeping people in their own homes and out of institutions, both nursing homes and hospitals, and it will also save a great deal of money in promoting the health and wellbeing of the people who are able to function on their own quite well but do need this supplementary service.

I think it was one of the main promises of the Liberal government in the last election that it would see that adequate services were provided for seniors to enable them to stay in their own homes. We are just not making enough progress in that. How can we overcome those obstacles that I mentioned and get some sort of program going in most of the province and not just in pilot projects or chosen areas?

Hon. Mrs. Wilson: There are three different types of homemaker programs. The first is the homemaker home care program, by far the largest, which is run through the Ministry of Health. There is a medical requirement. This program comes into play where there is a medical referral, when someone requires three professional visits per month by a doctor, nurse, physiotherapist, occupational therapist and so on. That person is also eligible to receive assistance from a homemaker with the activities of daily living. There is no financial test. It is health-insured and is available universally. It is funded 100 per cent by the province.

The second type of homemaker program is the homemaker and nurses' services program, which is a program under the Ministry of Community and Social Services. There is no medical requirement for this particular service. There is a needs test. It is available in all areas of the province. It is funded 80 per cent by the provincial government and 20 per cent by the municipality.

The third program, which we have discussed a great deal during this estimates process, is the integrated homemaker program. Again, there is no medical requirement for this program. There is no financial test. The services are based on an assessed need for the program. It is available currently in 18 of 38 centres across the province and is funded 100 per cent by the provincial government.

It is this area that this government has been putting additional dollars into. The program was being funded a year ago at about \$20 million. In this fiscal year, we have added \$20 million for this integrated homemaker program, thereby doubling the dollars and funding going into this program in one year.

The largest, of course, is the program run through the Ministry of Health, the homemaker home care program. That program was being funded by this government to the tune of about \$67 million three years ago. This year, the funding for that program provided by the provincial government is more than \$200 million.

There are considerable dollars being put into the homemaker programs. Certainly we recognize that this is an important part of the whole home support network, to provide assistance for people to remain independent and to remain in their own communities. We recognize that in Ontario, as well as in North America, we tend to have a fairly high rate of institutionalization. We are working now to provide appropriate assessments and appropriate accommodation, as well as the home support services, in order that we can reduce inappropriate and unnecessary institutionalization to keep seniors and the disabled independent and in their own homes and communities, which is fairly clearly where they want to be.

Ms. Bryden: It is also very clearly the area in which the major election promises were made; that is, the integrated homemaker program rather than the home care, which has the doctors as the gatekeepers. While the doctors probably use it as much as the funds available enable them to do, it still leaves the family or the individual having to rely on that decision and also be subject to a means test. Is there not a means test in the home care program?

Hon. Mrs. Wilson: There is no means test in home care. It is done by a medical referral and is funded 100 per cent by the Ministry of Health.

Ms. Bryden: That is the main concern, I guess, that the doctors are the complete gatekeepers, although I think there is some appeal in the city of Toronto when you have been rejected. The integrated homemaker program is a response to the needs of seniors and their families to enable those seniors to function and be independent in their own homes but get whatever support services they need in the way of home care assistance, meal-getting, shopping or anything of that sort. The progress seems to me to be still very slow. You say \$20 million was spent in the past and another \$20 million has been spent now, but that is only meeting the need to some extent in 18 communities. Is that what you said?

Hon. Mrs. Wilson: The integrated homemaker program is currently in 18 areas of the province. Some of those were pilot projects. They have been brought on in different ways, but

all of those have come on over the past three and a half years.

Ms. Bryden: I think the state of progress is what is worrying people. Is it going to take till the year 2000 before we have the integrated homemaker program province-wide? In the meantime, are we going to spend all sorts of extra money on institutionalization? There is also the wellbeing of the people. Are we getting the kind of integrated homemaker service we want with the lack of either adequate wages or adequate training? Even if we had it in all areas of the province, if it is inadequate care by untrained workers, partly because the wages are not high enough and partly because the training facilities are not there, we are not getting good value for our money. The \$20 million is not giving us the kind of value we want if there is not adequate training and decent wages.

Hon. Mrs. Wilson: Ms. Bryden brings forward all the reasons for doing an operational review of the program. The millions of dollars going into the program now need to assure quality of care for the appropriate people. I think the operational review is very important in evaluating a very successful program to determine that we are using our dollars in a fiscally responsible manner to bring forward a program that will meet its intended objectives of providing quality of life for seniors and the disabled in the community.

The operational review will look at the homemaker program from a broad perspective, from the homemaker issues of training, recruitment, retention, status, wages, standards and financing. Interestingly, many seniors across the province have raised with me the issue that they would not mind helping to pay for some of these services, so financing is an issue that is certainly part of that review.

I think it is quite timely that the operational review take place. It is being done with a sense of urgency and stressing the importance of it, and the comments that I made during the estimates process are certainly ones that I will take forward as part of that review, because I know the members here have an important contribution to make in saying what challenges there are to be met and how we might meet those.

1610

Ms. Bryden: As long as the operational review is not an excuse for not moving ahead concurrently in areas where this is still badly needed. Sometimes if there is a wage freeze or a budget freeze on, as there apparently is supposed

to be in the present government, a study takes the place of some more money and action. This is what bothers us. I will yield the floor.

Mrs. Cunningham: I have a question on the same topic. One is always accused of asking for more money, but what we are responding to here is the government's money in its budget, how it is spending it and promises that were made. Many of our phones would not be ringing off the hook these days if people did not have very high expectations of what services will be available, especially in this area.

From what I have gathered since I have been elected, this is the cornerstone of home support, in-home. It is the one the Minister of Health (Mrs. Caplan) talks about, it is the one the Minister of Community and Social Services (Mr. Sweeney) talks about and it is the one you talk about. Therefore, the very basic need is to have someone visit them to keep them in the home in some way. You defined the three different ways.

There was an interministerial committee on visiting homemakers and I am just wondering what the status of that report is, how you feel about it and how it has helped you in your deliberations. It directly related—I read it—to rate-setting and funding. It is there. You have it. I thought the recommendations were quite sound. The area offices of the Ministry of Community and Social Services think they are quite sound, because I have asked them. I am just wondering what you are going to do with that particular report and how that relates to this other program review that you are talking about.

Hon. Mrs. Wilson: The report on the homemaker agencies was released to the Ministry of Community and Social Services in June 1988. The minister has now put that report and all its recommendations out to the community for comment. A great number of groups have an interest in the program and have viewpoints that they wish to make known to the minister, and we are in that process now. The minister has advised me that the review will be complete in the spring.

Mrs. Cunningham: How does that review relate to the problem of the Red Cross?

Hon. Mrs. Wilson: The problem that the Red Cross has brought forward is a problem of deficits, so while we may be discussing wages and training and money in the program and so on, money that would be put into the Red Cross deficit right now would provide no additional service to additional people in need. That would merely serve the deficit.

Mrs. Cunningham: I would like to speak to that. I have not studied the Red Cross deficit in detail, but I think that on the surface all of us are concerned very much about what you mentioned; that is, training and having people available to provide the service.

I commend you for that, because it is the very bottom line. But when you train people in the kinds of services that we are expecting these people to deliver, there comes a responsibility. If one reads just the ministerial reports themselves that have been written in the last five years on this particular topic, people are agreeing that people need to be better paid and better trained.

Far be it from us to talk about negotiations of wages in this agreement, but it is a reality. Deficits are sometimes incurred by nonprofit groups sticking out their necks and, in order to keep people, giving them a few more bucks. Thus, the deficit is directly related to rate of pay. It happens all over. In nonprofit groups, they take their chances.

The Red Cross has taken its chances in this instance in order to keep people working. Some 70 per cent of the services it provides are in rural areas. To phone your area office, if that is the solution—that is what I was looking for today and that is what you stated—is just downright silly. They cannot get people to do the work now. What would they do if all these people were to quit and never come back? Maybe the Red Cross has some kind of contingency plan for getting more people to work at the cheap rates it is allowed to pay or has the money to pay right now; I do not know.

I think the really sad thing in the directive is that if you can afford to pay yourself, you are going to get the service, but if you need help from the government of Ontario, you have to phone somebody else and go on these mammoth waiting lists.

I do not want to sit here and just criticize; it is not fair. I was accused the other day of coming in here and asking for more money. I am only telling you to provide the kinds of services that you told the public you would provide. You know what the problem is. The problem is that you are saying that no more numbers of people would be served, but in this instance, if you do not do something about a service agency that was able to provide a service, I think at a very reasonable rate, you are starting over somewhere else, which is much more expensive. What we are suggesting is cost-saving.

You can take it a step further and say, "What will happen to these people if they do not get the

help?" They are going to be in the hospitals. That is the first step. The second step is, they are going to be on waiting lists and eventually, on an emergency basis, get into nursing homes. The very thing we are trying to do with this program is extremely cost-effective. So I am not here asking for more money; I am trying to prevent you from having to spend needless numbers of dollars because the alternatives for seniors are really hospitalization and institutionalization, and we know it.

It is your problem. You have to solve it. Do not start creating new agencies, which is something that has been going on for a long period of time. I am encouraging you to enter into very sound negotiations, and I trust that you will. I am trying to give you some support and encouragement for what you are doing today because the big bill is going to be coming with the people whom we cannot serve in this way and we have to serve in other ways. I do not think your response, "Phone the area offices," is very practical because we have tried to do that. The Ministry of Community and Social Services, if that is what we are supposed to be phoning, is throwing up its arms and saying, "We have our waiting lists here now anyway."

Maybe there is another suggestion. Maybe your ministry should be talking to the Minister of Health and saying, "We need a transfer of dollars now because we do not want to lose a service that is up and going." You do not want to be sticking operational funding into brand-new services. I am not sure where these services are because we have certainly tried to find them.

Hon. Mrs. Wilson: I might make a couple of comments, the first being on the availability of homemakers, because it differs widely from one area of the province to another. It is not an overall problem, but where there are shortages it is an important issue. Second, I want to address the issue of fiscal responsibility. All transfer agencies have to live within their budgets; it is a reality. The fact is that every agency has been allowed growth. Every agency received increased funds this fiscal year. The amount varied from area to area, depending upon the percentage of seniors in a given area and also the maturity of the program. New programs just in existence the past year needed more growth funds than programs that have been in existence for three years.

The dollar facts are there. This program received double the funding this fiscal year. The amount went from \$20 million to \$40 million, so there is no doubt that all areas of the province

received increases in funds. It is important that areas learn to live within their budgets. This is not to say that the program is serving every client who could benefit from it at this time. What we are endeavouring to do is serve first those who are in the greatest need, and I think that is quite appropriate. We are moving now to review the program to determine how best we can allocate those dollars to serve the people appropriately.

I think any program needs a review from time to time; old ones, new ones. For this program in particular, being such a major initiative encompassing a great portion of the province, this is an appropriate time to have the review so that we know we are operating in an appropriate manner both fiscally and regarding quality of life for seniors. The review is timely and will result in positive results for the people we wish to serve.

Mrs. Cunningham: When will it be finished, again, so we can understand?

Hon. Mrs. Wilson: The Ministry of Community and Social Services, which has the lead role for this review—it being the ministry that is responsible for the implementation of the program—has advised that the review will be complete in the spring.

1620

Mrs. Cunningham: In the spring. Will the input to the interministerial committee review also be finished this spring?

Hon. Mrs. Wilson: The aspects that have been covered in the interministerial review are issues which are integrated with the issues which are being discussed in the review.

Mrs. Cunningham: Exactly. I am wondering if they will be finished at the same time as the other ones so that we can move and maybe buy some time with the Red Cross. You are saying this spring. Will the other input and decision-making around the interministerial committee report also be finished this spring?

Hon. Mrs. Wilson: I expect that some of the issues surrounding interministerial review will be part of the review of the homemaker program and they will appear together.

Mrs. Cunningham: I suggest that be a goal and that we look at it in the spring, for a lot of reasons. Obviously, there is going to be money involved; we all know that. I think that would be a very positive step.

May I ask specifically if the Red Cross homemaker program is part of the review that you are talking about?

Hon. Mrs. Wilson: Are they having input to the review? Is that the question?

Mrs. Cunningham: No. You talked about doing program reviews. Is that agency involved in your program review of these kinds of services?

Hon. Mrs. Wilson: The case management aspect will be part of the review, so we will be looking at how different agencies manage their cases and how they may differ not only from agency to agency but area to area.

Mrs. Cunningham: Okay, but is the Red Cross involved, since it is the one that has been asking us for support through the people it serves, who write us letters and say, "I am dealing with the Red Cross"? Is that agency involved in the way it provides the service?

Hon. Mrs. Wilson: Perhaps I can attempt to answer your question from this point of view. Price Waterhouse is the consultant that is conducting the review. The consultant will be contacting the agencies that are delivering the program so that input from those agencies will be part of the review, yes.

Mrs. Cunningham: So the answer to the question is yes.

Hon. Mrs. Wilson: Yes.

Mrs. Cunningham: Okay, that is fine. We will look forward to seeing what the recommendations will be in the spring.

Hon. Mrs. Wilson: We all look forward to that.

Ms. Bryden: I have a supplementary. I understand what the minister means when she says "fiscal responsibility." We only have so much money and we have to spread it where it will do the most good, but it seems to me that there is more to fiscal responsibility than that. You should consider priorities and start changing some of the government priorities, because when you do not have enough money for this service of helping seniors—and that is your main mandate—what you do is ration the poor service so that only a percentage of the people with need get served. Rationing poverty or rationing health care is absolutely reprehensible. People need it and their health will suffer if they do not get it.

It is not on a par with, say, sending the entire Liberal caucus to Quetico centre for a caucus meeting—our caucus could not possibly afford that, because we could not send our support staff as well—or sending the Premier to Hong Kong for a quick speech. It seems to me you have to put your health and welfare priorities first and change your priorities so that you are not having to ration services.

Mr. Chairman: Mrs. Cunningham, is this another supplementary?

Mrs. Cunningham: It does have to do with fiscal responsibility.

Mr. Chairman: On the homemaker issue?

Mrs. Cunningham: Yes. One has to assume that when one is setting a budget one has put the dollars in the right place. That is always a tremendous challenge, because the budgets down here are extremely complicated. On that point, maybe we did not have enough money in this particular service. I do not know; you told me you doubted it. We also have to remember who we are serving. The population is becoming more demanding, more complicated and is growing older—all of us. This is something that is of tremendous concern, so we will look forward to June.

In the meantime, we were looking over the budget breakdown of the expansion, which was the \$4.6 million. Part of that was about \$500,000 in geriatric training, which you advise could not possibly be spent within a fiscal year because it is hard for the uptake. Is that right?

Hon. Mrs. Wilson: No, that is not right.

Mrs. Cunningham: Would you like to tell me if you are spending the \$500,000? If you can spend \$500,000 in three months, I hate to see what your base is going to be next year for 12 months, though.

Hon. Mrs. Wilson: I had indicated during our previous discussion that the geriatric training program initiative is under development right now. What final form it will take I cannot say today.

For example, on the McMaster initiative, the Educational Centre for Aging and Health, we had originally thought we would flow funds through on an annual basis over a 10-year period, but what was ultimately decided was that the best option would be to provide an endowment of \$12 million over 10 years.

So I would not preclude in advance the possibility of taking this same route with the new geriatric training program and advance the entire amount in this fiscal year. Should that approach be taken, I would be reviewing the availability of funding and seeing what flexibility there may be within the budget to accommodate that method.

Mrs. Cunningham: Spend it on the same topic but in a different way.

Hon. Mrs. Wilson: That is correct. It is a matter of how we may flow the funds.

Mrs. Cunningham: What is the budget looking like? I am trying to find money for

homemakers, Mr. Chairman; that is why the questions are related. The one-stop access, how is that coming as far as the \$1.5 million? How much of that will be spent at the end of this fiscal year?

Hon. Mrs. Wilson: The anticipation is that one-stop access will proceed in two stages. The amount provided in the budget this year is the amount estimated to start up the three phase-1 projects.

Each community developed its own proposal on a consultation basis. Although I think consultation gives an improved result, it does take more time. Each of the communities asked for additional time to do their consultation at the local level, and I have certainly agreed that that is worthwhile. So the one-stop access amount in the budget this year is \$900,000. A constraint of \$600,000 was applied, and I feel that is quite appropriate. Because of the time spent on consultation—very well spent—the \$1.5 million will not all be flowed in this fiscal year.

Mrs. Cunningham: Then would one consider putting it into another program where there is a waiting list, like visiting homemakers?

Hon. Mrs. Wilson: Let me tell you how it works. In discussions with Management Board and the constraint exercise that we have all been involved in, ministries have been asked to review their budgets and determine what areas there may be in individual ministries where funds would not be used in a particular year.

I have identified that in this particular area \$600,000 would not be flowed in this fiscal year. Therefore, the constraint exercise works, but that \$600,000 goes to Management Board and is allocated and designated at that level.

Mrs. Cunningham: I would have guessed you could have made a very good case for placing it in any one of the home support programs, because without them, the one-stop access cannot become a reality.

Hon. Mrs. Wilson: If I could just make a comment there on process, I think home support services is an area that has certainly been underdeveloped in the past and we have made tremendous progress in it. In 1985, \$5.6 million was spent on home support services. Today, there is nearly \$50 million annually going into home support services, with still more to be done.

Home support services fall under the budget of the Ministry of Community and Social Services, not the budget of the Office for Senior Citizens'

Affairs. Therefore, I am not able to juggle that within my own budget.

1630

Mrs. Cunningham: So you are saying that if you have money that would help the homemaker program or you thought it was worthy, that is not an arrangement you could make with the Ministry of Community and Social Services? I am talking about a transfer.

Hon. Mrs. Wilson: The process is this: Management Board, with its overall responsibility for the dollars that are spent, will, in the final analysis, determine where allocations may be made.

Mrs. Cunningham: Do you know where the \$600,000 will go which you are prepared to give up in this process of negotiations?

Hon. Mrs. Wilson: The Treasurer (Mr. R. F. Nixon) has already announced cash-flow savings that will result from each ministry going through its individual budgets to identify areas that can be constrained. So that has been taken up now.

Mrs. Cunningham: I am here as an advocate for seniors, as you are, I am sure. Somebody is spending that money. You are the one who talked about fiscal responsibility and keeping to one's budget. If the Treasurer is going to come back and tell us he collected too much of our tax dollars through sales tax or any other way, we will certainly have something to say about that.

I would think the seniors who are out there sitting around, some in pain, and more important, families that are so frustrated right now, especially at this time of year, looking for help, are not going to be very happy about knowing that we have had to lose some \$600,000 in support of seniors in some way—we are now talking about what I think is the prime area of concern—and not know where it is going.

Maybe my question next Monday ought to be to the Treasurer: "What did you do with senior citizens' money?"

Mr. Chairman: The issue of homemakers and the Red Cross was raised by another member of the committee on Tuesday when the topic first came up, and reference was made to our community of Brantford and Brant county. Does the minister have any information to report on the developments there? What is happening and are you monitoring the situation?

Hon. Mrs. Wilson: I would be happy to reply. I understand the Red Cross has indicated that services outside of Brantford would be withdrawn. The medical officer of health, Dr. Page, is reviewing the situation and he is prepared to

take appropriate action. So I want to assure you that the situation is well in hand.

Mr. Chairman: Are you continuing to monitor it to ensure that the needs are being met in that area?

Hon. Mrs. Wilson: We certainly are.

Mr. Chairman: We had quite a full discussion on the homemakers' service, and members may wish to come back to it; however, I do have a new question from Ms. Poole.

Ms. Poole: This does flow to a certain extent from the questions we just had because it relates to fiscal responsibility and the full budget for seniors, although I had intended it as a new question.

I am trying to get the total picture of the amount of dollars spent by the province every year on seniors, not only by senior citizens' affairs but the total picture. I was looking back through your statement to see what it said there and it said: "Our current annual expenditures on services for seniors now involve approximately \$5 billion or 14 per cent of the provincial budget. While the majority of these expenditures are in the areas of health and social services, this figure also includes other program costs."

In this \$5 billion where you specifically allude to health, would that include, for instance, Ontario health insurance plan costs of seniors going to the doctor or are these just specific seniors' programs?

Hon. Mrs. Wilson: The figure from the Ministry of Health includes OHIP costs, the Ontario drug benefit program, assistive devices; a whole gamut of programs that would serve seniors, either as the designated target population or as part of a group using funds.

Ms. Poole: Would it be the same for the Ministry of Community and Social Services? For instance, for a senior who is on social assistance, would that be included in the \$5 billion?

Hon. Mrs. Wilson: Yes, it would. The \$5 billion should include all of our services to seniors from the province of Ontario.

Ms. Poole: Okay, so it would not specifically have to be a seniors' program? Any program that is being utilized by seniors then is included in this \$5 billion. That would be the top end?

Hon. Mrs. Wilson: Yes.

Ms. Poole: That is 14 per cent of the budget?

Hon. Mrs. Wilson: Yes.

Ms. Poole: And right now the figures are that the senior population is 11 per cent of the population?

Hon. Mrs. Wilson: Those figures are all correct.

Ms. Poole: I gather that the ministry must have a long-term planning process that is going on right now to take account that our senior population is going to rise to 14 per cent and then 23 per cent over the next 40 years. Do you have a long-term strategy that the ministry officials are working on right now?

Hon. Mrs. Wilson: That question addresses the role of the Office for Senior Citizens' Affairs. Ms. Poole has mentioned some of the demographic statistics that are there for us to deal with. It was in fact in response to those demographics that Premier Peterson first appointed a minister with singular responsibility for issues which concern the elderly. There are 18 different ministries that deliver programs which affect seniors and spend \$5 billion or 14 per cent of the province's total budget. It therefore was quite appropriate that one office, the Office for Senior Citizens' Affairs, develop a policy framework and also co-ordinate the activities of those line ministries.

We have a white paper, A New Agenda, which basically defines our plan, if you will, our government policy with regard to health and social services for the elderly. That document sets out our government policy and, in addition, provides the work plan for the Office for Senior Citizens' Affairs and also the Ministry of Health and the Ministry of Social Services in their areas which concern seniors and our ageing population.

Ms. Poole: Could I have one final question along that line? I am familiar with A New Agenda, and it is a comprehensive, overall plan, but I am wondering if there are more specific things that are happening right now with senior citizens' affairs to predict what will happen in 10 years and to meet those specific needs. Are there definite programming needs that are being itemized or is it still at a fairly broad stage? I realize it is difficult to plan 40 years from now, but I am just wondering if we are actually into specifics or still at the fairly broad planning stage?

Hon. Mrs. Wilson: Part of our mandate at the Office for Senior Citizens' Affairs is to develop policy, long-term policy which will take us into the next century. It is very necessary that we do the appropriate research that gives us the base on which to develop new policy. We therefore are engaged in research projects on a day-to-day basis, and I might mention some of those.

The new extended care act has required that we determine the care requirements of people there today. There have been perceptions and myths and understood facts and so on out there in the community; for example, that homes for the aged care for a group of people who have much heavier care requirements than do people in nursing homes. The care requirement study was undertaken to determine the facts surrounding some of those issues. One of the interesting facts that was determined was that there really is no significant difference between the care required in each of those types of institutions. We are using all of the information in the care requirement study as a basis for developing the new extended care act.

1640

Another area of research that we have undertaken will assist us in providing regulation of the rest and retirement home industry. Previously, there were no real, hard data about the rest and retirement home industry in this province. It is a private industry. It is currently unregulated. Our survey gave us, for the first time, a database which has shown us where the homes are, how large they are, how expensive they are, who is in them, what medication is given, what staffing is provided, what standards may be there. The information we will gain from that survey will provide us with the basis to move on and develop policies surrounding that.

One of the major endeavours that we undertake in the Office for Senior Citizens' Affairs is basic research to lead to that policy development and then policy implementation.

Mr. Kanter: If I could have a supplementary on that, Mr. Chairman, the minister made reference to the study of the extended care system with a view to establishing new legislation. This is an area that has given rise to considerable interest in my riding and, I suspect, in other ridings, both with respect to an overall framework and also with respect to financing people in different types of institutions.

I am wondering if the minister could elaborate a little further, beyond the material contained here, as to what steps remain in preparing for that legislation. I notice, for example, mention of a study to examine costs in nursing homes and homes for the aged. I am wondering if you could tell us the status of that study, whether that is a prerequisite to the development of new legislation and if there are any other steps remaining in the development of that new legislation which, I know, is very much awaited in my community and I suspect in other communities as well.

Hon. Mrs. Wilson: This government inherited an extended care system which comes under two different ministries.

Mr. Kanter: Perhaps an extended care nonsystem, I have heard it suggested by the minister.

Hon. Mrs. Wilson: The Ministry of Health is in charge of nursing homes under the Nursing Homes Act. The Ministry of Community and Social Services looks after two pieces of legislation, one which has to do with municipal homes for the aged and the other charitable homes for the aged.

These three pieces of legislation were developed in the early 1970s, at a time when there were fewer options for older people, when older people went into institutions at a much earlier age. Today, the average age of institution is 84. I know when you visit the homes in your community, you see people there who are older than we would have seen 10 years ago, with the consequence that, when people enter an institution, they are much frailer and have more complex problems than they did when the extended care program was first set up.

The homes-for-the-aged system initially was basically a residential system and it was nursing homes that really provided medical care. Today, both systems are providing medical care and it is appropriate now that we develop a new, improved extended care act which moves towards rationalizing standards of care, staffing, quality of care, funding and so on.

In preparation for the extended care legislation, there has been an Advisory Committee on Extended Care appointed. It was originally chaired by Dr. Robert Welch, someone you may know. He and his group have wrestled with some of very complex issues, in order to provide advice in the development of that legislation. We also did a care requirement study in conjunction with the Ontario Nursing Home Association and the Ontario Association of Non-Profit Homes and Services for Seniors, as well as the two affected ministries, the ministries of Health and Community and Social Services.

It is our intention to move beyond that to find out even more information; for example, the difference in programming between nursing homes and homes for the aged and the difference in how money is spent between nursing homes and homes for the aged. As there is now a legal suit, activities are on hold until the issue is resolved.

Mr. Kanter: I am vaguely familiar with a legal suit brought by the nursing home group. Is

that having the effect to delay the introduction of new legislation? Is that the impact of that suit?

Hon. Mrs. Wilson: Let me assure you that there is no one more anxious than I to get on with this task and come forward with a system which would be much improved over the current, outdated system. The legal suit which was launched in June means that we cannot move forward at this time. Once the suit is resolved, although I can give you no information as to when that may be, given the way the legal process moves, it is our intention, as a government, to move forward with that initiative. It is a commitment we have made and one that we remain committed to.

Mr. Chairman: I would just remind members of the committee that we have about 25 minutes left, and, if we time ourselves, that should be just about enough time for one more rotation. I will start with Ms. Bryden.

Ms. Bryden: I have one supplementary to Ms. Poole's question, then I want to deal with one more subject. The billion-dollar figure that she mentioned that is supposed to be going to seniors' services in this province is a very impressive public relations figure. But it would be very useful if the committee could have a breakdown of that figure, showing, ministry by ministry, what the minister considers is a part of the package of services for seniors and what adds up to that \$1 billion, and perhaps she could give a little better picture of the assumptions she made as to what was a benefit for seniors.

I presume, since all seniors get the Ontario health insurance plan free and drugs free, that the provision for that age group is part of the billion dollars, but it would be interesting to know how much of that billion comes from those two large programs and what other smaller programs make up the billion. Would it be possible for the ministry to provide us with those figures after the estimates are over, some time in the next couple of weeks, so that we do know where that billion-dollar figure comes from?

Hon. Mrs. Wilson: Some of the larger figures, I can give you off the top of my head. The Ontario drug benefit plan, for example, is a \$600-million program. The extended health care program is a \$700-million program. Those are very large programs, but I could certainly provide more detail of programs across the government, which would make up that \$5 billion.

Ms. Bryden: Whatever you estimate the figure to be on the most recent annual basis would be very helpful.

If I may ask my last question, I am glad that I do have an opportunity, because I have been wondering what the ministry's relationship is with the organization known as Concerned Friends of Ontario Citizens in Care Facilities. As I am sure most of you know, it is a voluntary organization that was started about eight or 10 years ago. As a matter of fact, it was a person in my riding who started it, and I have known about it for most of those years. It has grown so it is now a province-wide advocacy group for better conditions for any citizens in care facilities, and this includes nursing homes, homes for the aged, hospitals and other places which contain many seniors.

I noticed you were consulting with the Ontario Nursing Home Association on the question of extended care, but it does not appear as though you have been consulting with this group on its views on extended care and I know it has some very definite views. It sent out a questionnaire during the election campaign of 1987 asking the different parties what their attitude was towards alternative forms of care, and by that it meant small group homes rather than big nursing homes. It certainly meant nonprofit nursing homes, because it feels that putting nursing care on a profit basis does not really provide the atmosphere where services to seniors are the most important part of the program.

The Concerned Friends questionnaire asked: "If elected, will you support the allocation of funds to develop nonprofit, fully staffed, six-bed group homes for older people"—that is one alternative—"four-bedroom apartments in regular apartment buildings which have 24-hour attendant care for physically disabled seniors; in-home attendant care, up to 50 hours per week for physically and mentally disabled seniors living at home or with family members; and relief programs in the home of care givers during holiday periods, weekends and overnights to provide a break for those caring for seniors."

1650

They asked the questionnaire recipients, "Would you support these and would you fight for these alternatives, if elected, rather than demanding more beds in institutions like nursing homes, homes for the aged and chronic care hospitals?"

I have the results here. The response was not very great from all the parties. I know the New Democratic Party produced 44 answers, the Liberals produced 21 and the Conservatives 32. I do not know whether that limited response indicates any attitude towards these questions or

whether the candidates were just too busy to send them in.

The Concerned Friends of Ontario Citizens in Care Facilities did mention that all but two of the Liberal answers were a standard answer from the party and one or two of their comments seemed to indicate that they did not entirely agree with the standard answer.

I would like the minister's response to her relationship with this group. Does she consult them on a regular basis and does she know about the results of this questionnaire?

Mr. Chairman: At this point, I am quite conscious of the time and Mrs. Cunningham has a question.

Hon. Mrs. Wilson: Concerned Friends is a group that I do meet with regularly. Trish Spindel and Sherill Carden and their group have a very active interest in the issues that the Office for Senior Citizens' Affairs has been addressing. They have made submissions to me on the rest and retirement home issue and also on the extended care issue, and have made very valuable comments.

Their thoughts on alternative housing have provided some good information for us. I know the Ministry of Community and Social Services is very interested in actually testing some of the models that Concerned Friends has recommended as being appropriate.

The care requirement study that was done indicated that about 55 per cent of people in extended care beds actually require less than 90 minutes of direct care per day; 90 minutes of direct care per day being the requirement for eligibility for extended care. I discussed that in great detail with Concerned Friends and they provided some very good insight from their point of view on the analysis of that study. It certainly is a group that brings another perspective and one that we listen to quite carefully.

Ms. Bryden: So you do meet with them on a fairly regular basis?

Hon. Mrs. Wilson: I expect they will join me next week when I will have a number of seniors' groups and people who are interested in seniors in for just a Christmas get-together. The groups that I meet with regularly will come together and I think it is useful to have them meet together with each other on an informal basis and I expect that they will be there as well.

Ms. Bryden: You are aware of the charter of rights which is now in the Nursing Homes Act. It was mainly drafted by this group and it has now been even published as a charter of rights to put

on the wall. I do not know whether it has been amended. It was 1987 when it was passed. Have you consulted with them on how they feel that that charter of rights is being met? It is a very impressive document.

Hon. Mrs. Wilson: The Concerned Friends group did raise that in our discussions, particularly in light of the review of the extended care bill. They were making the point that the issues addressed in the bill of rights should not be lost in a new piece of legislation which would address extended care, and they brought it up from that point of view.

Ms. Bryden: I think that does need reviewing from time to time.

Mr. Chairman: I think we should move on.

Mrs. Cunningham: I do not know how you want me to handle my 10 minutes and how fast we can both ask questions and you can answer or say, "I will get it for you," however you want to do it, but I have five questions and I want to fit them in before these estimates are over. It is very difficult just to talk about money without programs, so you will have to forgive me, some of it does relate.

On the nonprofit housing, which you kindly broke out for Mr. Jackson, in fact, if we were to go to the public, we would say we planned some 3,920 over the last two years and we have to admit that we have completed just about half, 1,940, given the figures you gave today.

What kind of plans have we got to speed this up? What is the problem in getting it finished, completed? We had hoped to set a certain pace around this kind of thing and, after two years, we are looking at getting one half of what we had hoped for completed, which I thought was a minimum. What kind of plans or pushing are we going to do here?

Hon. Mrs. Wilson: In fact, I was bringing you good news about housing starts because all of those committed units have been started. The time period from start to completion is about 18 months, so the fact that we see fewer units listed as complete and occupied than were committed means that the difference are under work right now, but all the starts have been made.

Mrs. Cunningham: You are expecting that within the next six or eight months we will have finished that two-year plan which was announced some two years ago?

Hon. Mrs. Wilson: I would think that would be a reasonable time estimate, given the 18-month span that is expected.

Mrs. Cunningham: I need some numbers, because we are trying to analyse some of the human resource/wages part of all of the ministries. You gave us the ranges for the positions. I do not care about names. I do not want to know them. Could we have specific salaries?

I will tell you what the goal is. In this very large bureaucracy we have, not particularly your ministry but across this whole system, I think it is up to all of us to know just how it works and what we are looking at in the way of human resource management. If we are looking at scales and everybody is at the top, you have a problem. If I can be assured that we have people at the bottom, the top and in the middle, then we do not have a problem.

All of us who have the responsibility in different critic areas are asking that question. It is not singled out here. I am expecting to find good news here, to tell you the truth. I do not want names; I wondered if specifically, on that same chart, you could tell us what the salaries are. I do not mean today, by the way.

Hon. Mrs. Wilson: Just quickly, that may give us a little difficulty in that the new Freedom of Information and Protection of Privacy Act, which we are operating under, means we cannot identify individuals and their exact salaries. Given the fact that this office has such a small staff, by giving you the title, I am in fact giving you the person. I think it would not be appropriate, given our legislation, to do that.

Mrs. Cunningham: Maybe you would like to mix it up and give me the 40 people, give the range and give me the salary. I do not care how you mix it up.

Hon. Mrs. Wilson: My special adviser assures me that we have people at low, mid and some at high, so that it is not a lopsided balance. There is good balance throughout.

Mrs. Cunningham: The question I am asking has nothing to do with privacy. I have already checked that out. As long as I am not looking for names, I should have the information as an elected representative coming here. I do not care what order, just list the 40 in numbers. I need a range and I need where they fit on the range. It is as simple as that.

Hon. Mrs. Wilson: I would be happy to provide whatever information I can within the limitations.

Mrs. Cunningham: I am sure you will. You know what I am trying to do, do you not?

Hon. Mrs. Wilson: Yes, I do.

Mr. Daigeler: We know that all the time.

Mrs. Cunningham: You should be getting this information, too. It should be of tremendous concern to this government. You have salary ranges. What we need to do is assure the public that in fact everybody is not earning the top buck in every range. That is what we should be doing, no matter who we are.

Mr. Daigeler: I am sure they are getting paid fairly.

Mrs. Cunningham: With the amount of homework we are all doing, we will be able to prove it, will we not?

Mr. Daigeler: Good.

Mrs. Cunningham: That is what we want.

Fire inspection service report: you mentioned that there was one and I wondered if I could see it. If you remember the issue earlier on, again it is not anything I need immediately. If you have any concerns about that, I would be most appreciative of it. It relates to something else we are doing in child care. I am interested that you have proceeded to get it done, because it is affecting some insurance rates so I wondered if I could see it. Even if it is a matter of my coming over to your office and reviewing it with your staff, I would be pleased with that.

Ms. Bryden: I would also be interested in at least the form in which it comes; a sample.

1700

Hon. Mrs. Wilson: My understanding, Mrs. Cunningham, is that my staff will be reviewing some issues with you on December 14 and that you had been able to set some time aside to go over these things.

Mrs. Cunningham: Embarrassingly, I did not know that. It is wonderful that they responded quickly. So we could put that on the agenda?

Hon. Mrs. Wilson: Yes, we would be more than happy to spend time with you and give you information that you would like in more detail.

Mrs. Cunningham: Back to number 2 on dollars and cents. You mentioned the number \$5 billion. I was asked just how that was broken out. Specifically, is it money that is spent on seniors or is it programs that we would say are provided across the line. The integrated homemaker program may be a difficult one. For instance, say it is a seniors program, it may be a people program, maybe young people, old people. I know it is the number you are using.

If you know what I am getting at, I would like to be able to say it is money that is spent on

seniors. If it is spent on others to the extent that even half of it is going for other people, then maybe I have a job to do in helping you to get the kind of supports we need for the seniors that I am here in this particular critic area for. I do not know if that is possible.

Hon. Mrs. Wilson: We know the percentage in a program that may be seniors, the percentage that may be disabled and so on. In the same information that Ms. Bryden has asked for, I think you might find the answer to your question.

Mrs. Cunningham: The last one, on this page that you provided for us showing the extensions in the 1988-89 estimates, I found out today that some \$600,000 was relinquished to the Treasurer. In the \$9.298-million figure, is that still the estimate for the 1988-89 bottom line when it comes to the total Office for Senior Citizens' Affairs or has that changed now to more than the \$600,000? What are we looking at with projections at this point in time?

Hon. Mrs. Wilson: Let me just go over that issue. The Ontario Finances, which is published, indicates that the Office for Senior Citizens' Affairs was constrained by approximately \$1 million. The figure is rounded. The actual constraint figure is \$1.4 million.

The constraint involves three elements. The first two elements are two per cent against payroll for a total of \$46,500 and six per cent against other operating expenditures for a total of \$156,000. This constraint is being applied on a pro rata basis across the office and will not affect any of the initiatives that we have undertaken. The third element of the constraint is \$1.2 million against transfer payments. The constraint was based upon our best estimates this past summer when we did our review and was identified because of cash-flow adjustments.

Mrs. Cunningham: Perhaps I know where half of it is from. Maybe I could discuss it in more detail with your staff and ask the appropriate questions as required.

Hon. Mrs. Wilson: That would be fine. They are in the program areas and we can identify that for you.

Mrs. Cunningham: I will just close my questions with an observation. First of all, I appreciate your openness and the work that your staff has done in getting our questions answered at any time. Second, I want to express my disappointment and I think yours too, in that a couple of the community support services are not going a little better.

I mean, I am not one to say that throwing money at things is always the responsible way of solving a problem. I am truly looking forward in June to these two reports and the action that is going to be recommended. My understanding is that Price Waterhouse already did the interministerial one. I think I am correct on that. It is the same consulting firm that is now doing the program review? I think I am correct on that. You do not know?

Hon. Mrs. Wilson: Price Waterhouse is doing the second one, but it did not do the first one.

Mrs. Cunningham: Okay. They did not do the interministerial one or help in that one?

Hon. Mrs. Wilson: That is my understanding.

Mrs. Cunningham: That is fine. The big decisions are going to be made, of course, when we take a look at what happens in June. We will be asking for that and we will help in any way if you are looking for alternatives and suggestions. That is part of our jobs as critics as well. I just wanted to tell you that.

Ms. Bryden: May I add my thanks to the minister and her staff for responding to our questions, especially where we ask for certain facts and details. I think they were very helpful.

Mr. Chairman: As chairman, on behalf of the whole committee I would like to thank the minister for appearing before our committee, presenting the information you did and answering all of the members' questions in such a thorough manner. We have had quite a number of hours, 10 hours, together. I want to commend you for coming here and being as forthright as you have been.

Hon. Mrs. Wilson: I think it has been an excellent opportunity to review the challenges that this government faces in addressing a whole sector of our population who have done so much for Ontarians. I think it has been a good exercise for all of us to talk about the programs, the finances, what we have done to date and what needs to be done in the future. We will appreciate the support and wise counsel of this group in the future.

Mr. Chairman: I appreciate the co-operation of the members of the committee in moving things along through the hours we have spent on this topic.

We are now approaching the time for the vote. Are we ready for the vote at this time? If you refer to your estimates book you will notice that we have vote 3301, items 1 to 3. I will put the

vote in this manner: shall items 1 through 3 carry? Carried.

Vote 3301 agreed to.

Mr. Chairman: Shall the 1988-89 estimates for the Office for Senior Citizens' Affairs carry? Carried. Shall I report the estimates to the House without amendment?

Mrs. Cunningham: Could I ask a question on that?

Mr. Chairman: Yes.

Mrs. Cunningham: Since we know that the estimates have changed, by virtue of the question I just asked, is it reported in the format in which we received it or is it reported with the changes to the House? You were the one who used the word "amendment".

Mr. Chairman: I believe it is reported in the manner in which we received it.

Mrs. Cunningham: Would there be any note attached in any way suggesting that the budget has in fact been changed for the 1988-89 amendment?

Mr. Chairman: The clerk informs me that those are internal audit changes that are approved through the Management Board of Cabinet.

Mrs. Cunningham: I understand that: I am just saying, would we not let the other members know that there has been a change? One ministry may be intending an increase from the original estimates, and we should make others aware in the form of a note that that is happening, just to let everyone know that we are not going to be spending this particular budget. I think it is important. It is something that should come out of this process, I would think. It does not have to be formal. Maybe you could simply make that statement when you are presenting it.

Mr. Chairman: I seek the guidance of the committee on that matter. Do you have a

suggestion on how we could handle the question of some of the funds detailed in your report that are not being expended within the fiscal year?

Hon. Mrs. Wilson: I think we should perhaps take the advice of the clerk in following the appropriate procedure. In fact, by the end of the fiscal year these dollars may not be the actual expenditures. Some may be slightly under and so on. My understanding is that estimates are approved in this form.

Mrs. Cunningham: The only reason I would suggest that maybe would not be a good idea is that perhaps you could get some of the money back before the end of March. Therefore, if we put that in, we would be giving it up for ever, that kind of thing.

Mr. Chairman: I am sure that you, as a member of the House and the critic for this area, will have the opportunity of drawing that to the attention of the House through questions you may wish to ask. I think I am verging on being out of order. The clerk informs me that, our time having expired, we should be voting on these without debate. I recognize that you asked a question of procedure with respect to the amendment.

Mrs. Cunningham: I was not meaning to debate.

Mr. Chairman: The question I pose to the committee then is, shall I report the estimates without amendment? Agreed.

Members of the committee, that completes our review of the estimates for the Office for Senior Citizens' Affairs. Thank you to everyone involved. We will be meeting on Monday at approximately 3:30 to begin the review of the estimates for the Ministry of Skills Development.

The committee adjourned at 5:11 p.m.

CONTENTS**Thursday, December 8, 1988**

Estimates, Office for Senior Citizens' Affairs	S-429
Office responsible for Senior Citizens' Affairs program	S-429
Adjournment	S-443

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Neumann, David E. (Brantford L)**Vice-Chairman:** O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitution:

Kanter, Ron (St. Andrew-St. Patrick L) for Mr. Beer

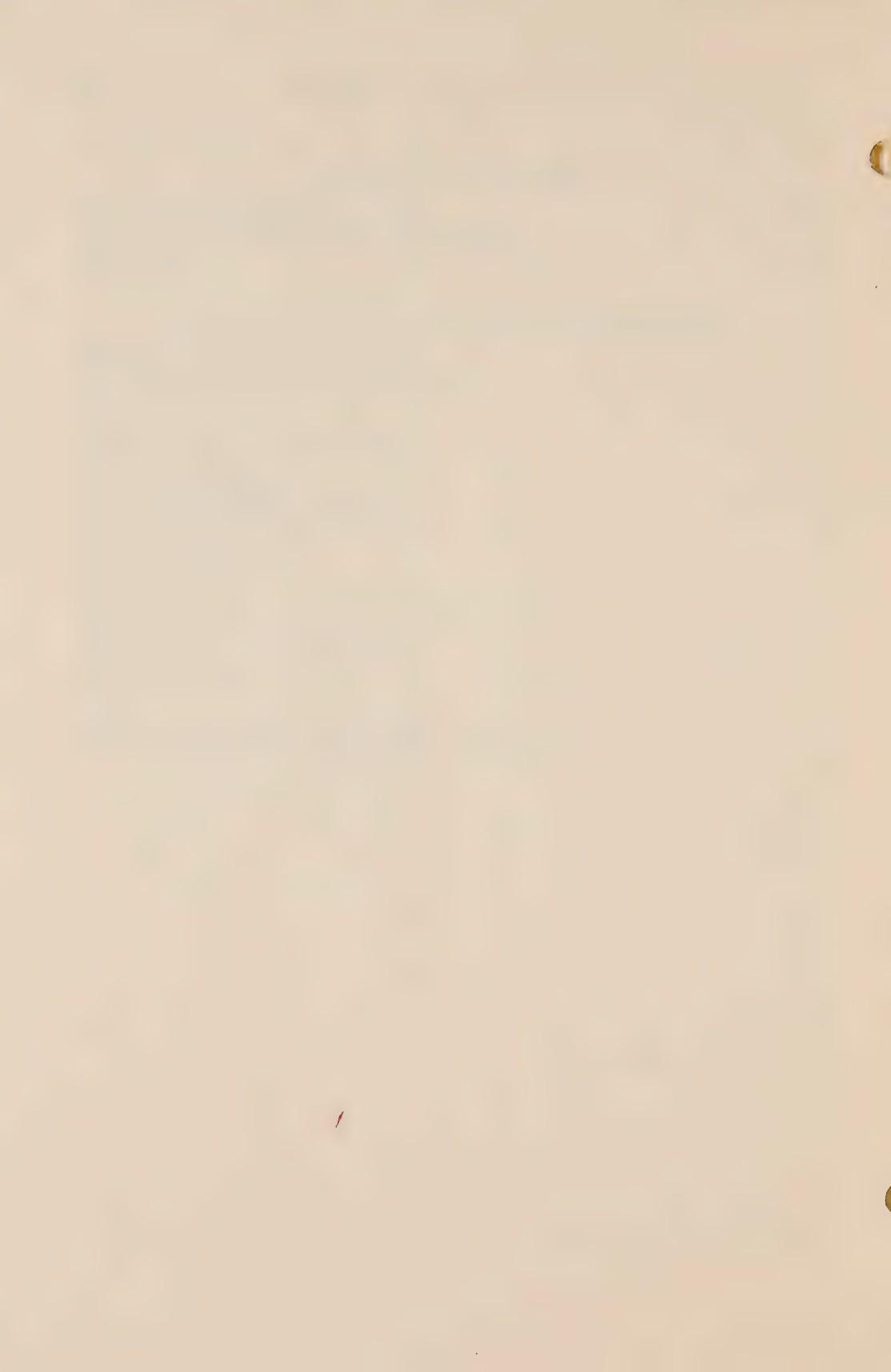
Also taking part:

Bryden, Marion (Beaches-Woodbine NDP)

Clerk: Decker, Todd**Witness:****From the Office for Senior Citizens' Affairs:**

Wilson, Hon. Mavis, Minister without Portfolio (Dufferin-Peel L)







CA 20N
XC12
- 577

No. S-18

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Skills Development

First Session, 34th Parliament
Monday, December 12, 1988

Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan



CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, December 12, 1988

The committee met at 3:51 p.m. in room 228.

ESTIMATES, MINISTRY OF SKILLS DEVELOPMENT

Mr. Chairman: The meeting will now come to order. This is a meeting of the standing committee on social development, called to consider the estimates of the Ministry of Skills Development. We have with us the Minister of Skills Development (Mr. Curling). We would like to welcome the members. We have 10 hours allotted to us.

Perhaps before we call upon the minister to present his opening statement, I should outline the procedure we followed on the previous two estimates. We have the minister's statement and then the responses from the two opposition critics; and following that a response from the minister to those statements by the opposition parties, including answers to any questions raised. Following that, we get into general discussion.

Since there is only one vote in this set of estimates, we will not have to make a decision whether to stack the votes. We will be dealing with the one vote throughout.

Does anyone have any comments or questions on the procedure? If not, then we will call upon the minister to present his opening statement.

Hon. Mr. Curling: It is always a pleasure to appear before this committee. This is my second time to present the estimates of the Ministry of Skills Development. I gather that my critic the member for Scarborough (Mr. R. F. Johnston) had a head start on me today, but again now he has a chance to tell me to my face that he has done so. I would not have recognized him anyhow if he told me that, now that he has a new face on.

In the next little while, I would like to take this opportunity to give you an overview of the activities and initiatives of the ministry. Equally important, I would like to give the committee a sense of the context in which we are carrying out our mandate.

I hope that by the time I have concluded these opening remarks, I will have set the stage for an informed and lively discussion in the time we have allotted to consider my ministry's estimates.

There are three major sets of pressures coming to bear on us in Ontario as we move to the 1990s and beyond.

The first of these is a sweeping shift in global trading patterns. Canadian manufacturers are being forced to adjust to tough foreign competition in both internal and external markets. Ontario must meet the challenge from mature industrial societies like West Germany and Japan. However, we must also compete with the rising tide of low-cost, high-quality manufacturers from the newly industrializing nations of Latin America and the Pacific Rim.

In addition to these shifts in global trading patterns, we have the phenomenon of rapidly advancing technologies, the second powerful pressure bearing on our economy.

Whole industries have been eclipsed and others are coming forward to take their place. The economic dislocation is real, with a real effect on people's lives. It is growing year by year.

While we struggle with these pressures of new trade and new technology, yet a third force of change is coming. We are undergoing major shifts in our population and demographic base. In the years since the Second World War, Ontario's population has come to reflect great cultural diversity. This is indeed a social strength, but it also represents another adjustment pressure.

Changes to Ontario's demographic base have transformed the shape of our workforce. Women are entering the workplace in growing numbers. By the end of the century, they will make up fully half the workforce. At the same time, the overall age of the workforce is increasing as the baby boom generation works its way along the population curve.

Over the next decade, the category of people aged 35 to 54 will swell by 10 per cent, and the workforce share of 15-year-olds to 24-year-olds will decline by 22 per cent.

All this while our intake of skilled workers from other developed countries, where traditionally we were getting our skilled workers, has now tapered off. Traditional trade patterns, traditional technologies, the traditional workforce, all are being dramatically transformed by the tides of change. The challenge for us, as a province, is to

face these tides in such a way that we are not submerged, but in fact are strengthened.

It is the undertaking of this government to ensure that people's lives are strengthened as well.

In facing up to our competitive challenges, we must identify and emphasize our advantages. We must make a sober reckoning of what we can and cannot do.

We cannot compete with the newer players on their ground of relatively low wages. We cannot do economic battle on the field of simple resource extraction; we have already used up most of our readily available resources. We cannot simply will ourselves to competition in the high-tech arena. We lack the size and spending power of large economies, which enables their research efforts to reach scientific critical mass quickly.

In brief, our position is this: Our resources have become expensive. Our wages rates rule us out of low-end production. We are not currently in a position to put all our eggs in the high-tech basket. As the first Premier's Council report, entitled Competing in the New Global Economy, put it, "The new wealth of the 21st century will be found between our ears, rather than beneath our feet."

In order to maintain our prosperity, we must adopt that rule. We must fight for world share in high value added products. Our chief weapon will have to be our highly productive workforce. The forging of that highly skilled workforce is what the Ministry of Skills Development has been designed to do.

Skills development is where economic and social policy meet. It is where business and labour concerns about productivity can be mutually addressed. It is where educators and employers can discuss what they can do for one another. It is where government serves as a facilitator and a catalyst for making the necessary gains to compete.

The Ministry of Skills Development is prepared to lead in this effort, but we do not pretend to have all the answers, nor the capacity to carry out all that needs to be done. The goal is to establish a training culture at every level of Ontario society. A training culture is where the importance of skills training is understood and acted upon routinely, normally and as a matter of course.

Individual workers will face an average of six job changes in different fields over the course of a typical career. In a training culture, they will constantly upgrade and develop their skills so

they can make these career and job changes smoothly and with a minimum of disruption.

Managers who need to achieve better results in manufacturing, quality and employee productivity will come to recognize the critical role that skills training can play. Training is not a panacea for them, any more than is technology or good labour relations. But managers will understand and act upon the need for workers to adapt and adjust to meet new challenges.

Industrial enterprises, no matter how large or small, are adopting the principle of delegating authority and responsibility down to the shop floor. If employees are to make the needed decisions in an informed, qualified way, a training culture will be necessary. Firm by firm in every sector, the training culture must be established. In mature industries searching for a new way to compete, a training culture will mean a new lease on life.

In services, a training culture that fosters understanding of expanding fields and customer needs is the key to success. In new sectors competing on the leading edges of biotechnology and electronic technology, the necessity of a training culture to build advanced skills for workers is obvious.

1600

For the province of Ontario, a training culture will be established when all our society's partners and all stakeholders within the government are sensitized and motivated to train our workforce to the highest levels possible. A training culture will be established when the understanding and practice of training is woven into the entire economic fabric of Ontario. We need to build a training culture for a strong future.

In many ways the first challenge of the future is already upon us. According to the ministry's recent publication, Adjusting to Change: An Overview of Labour Market Issues in Ontario, shortages of highly skilled workers are already being felt, particularly for tool and die makers, machinists, welders, electronics installers and repairers, pattern makers and moulders, construction trades workers, health care workers and chefs and cooks.

The bottom line is that the demand for skills is outstripping the supply. In our strong economy, skills shortages, identified in 159 occupations, have already become a challenge facing industry. This shortfall is beginning to cause production bottlenecks. We are now feeling the impact of Ontario's inadequate training record.

While I am heartened by the enthusiastic response to the ministry's programs, we face long-term labour market pressures that will require long-term solutions, commitment and persistence from many different groups and individuals.

For tomorrow's skills, Ontario's employers must look to the retraining and upgrading of the existing workforce. It will not only be equitable to help workers adjust to changes in the economy; it will be imperative if even more severe skills shortages are to be avoided.

Our most productive asset in this province is our employed workforce, but if our workers are to compete with the best in the world, both employers and employees must make a deep-rooted commitment to training and lifelong learning.

In September 1986, the ministry announced Ontario's Training Strategy to provide a catalyst for the development and growth of the training culture in Ontario. Our goal is to create an environment in which training becomes a normal, permanent feature of everyday business and working life. Let me quickly sketch the components of Ontario's Training Strategy.

A key element is our professional training consulting service, available to every business in the province through 52 Ontario skills development offices, operated through colleges of applied arts and technology across the province. The 193 consultants located in these offices help employers determine training needs and then assist them to design training plans that provide the most effective training for their requirements.

These custom-made training plans are proving invaluable to employers and workers. As one fabricating company president recently wrote to me, "The upfront work requested by our consultant helped us become much better organized, and gave the employees a better idea of what was expected of them."

Our consulting service is free of charge to firms with under 50 employees. Larger firms pay only a nominal fee. From April 1, 1987, through March 31, 1988, our Ontario skills development offices served 11,400 employers, unions and other registrants.

We have targeted small business for special consideration because it accounts for half of the private sector employment, but has lagged behind in training, and we hit the target. According to our most recent review, more than three quarters of the clients of the Ontario skills development offices were businesses with fewer than 200 employees. Further, more than 70 per

cent of these employers had never done any training before.

The second component of our strategy, the Ontario Skills program, helps employers cover a portion of actual training expenses.

We have assisted projects in a variety of fields around the province, including some addressing critical skills shortages. For example, we were able to assist a firm of professional engineers in Thunder Bay to provide up-to-date training for technical staff. This firm is convinced its competitive position has improved considerably thanks to the training undertaken.

Another firm, a small manufacturer in southern Ontario, was poised to expand into several competitive new lines. With the help of the consulting service and Ontario Skills, a strategic training plan was drawn up ensuring that not just the technical staff, but supervisory staff would train in the skills required to make the transition smooth and efficient.

We helped a new automobile dealership in Pickering train its sales, business and parts staff. The firm attributes its rapid growth in sales to this training.

In Toronto, a firm of architects was able to train all its technical staff in computer-assisted design techniques, thus keeping itself in the forefront of workplace technological development and ahead of the competition.

Last year, more than 11,000 Ontario Skills grants were awarded to nearly 6,000 employers, enabling nearly 96,000 workers to participate in training through these grants. In only five months of this fiscal year, 1988-89, approximately 55,000 trainees and 5,000 employers had already participated in the program. This high volume of activity, I feel certain, represents the beginning of a training culture for Ontario.

The next element of our training strategy is the Trades Updating program, which helps skilled tradespeople keep their skills current so they can handle new technology or meet the demand for specialization. Courses are offered free of charge through various training delivery agencies.

This program benefits workers like the London auto mechanic who recently took an updating course at Fanshawe College to learn about electronic fuel injection and other high-tech equipment. Having apprenticed in the 1960s, he says, "Electronics updating will be essential for an auto mechanic to survive in the next decade."

Mrs. Cunningham: Nice touch.

Hon. Mr. Curling: We have to include all our people of course.

The ministry has now complemented the Trades Updating program with a new skills upgrading program to help technicians and technologists keep their competitive edge.

There is good news for all in here. Given the rapid pace of change, people in these occupations often find their skills outmoded within three to five years of graduation from a college of applied arts and technology. The new upgrading courses, offered tuition-free, help workers renew their skills and make it easier for their employers to implement the latest technology.

Ontario's Training Strategy includes assistance to guarantee access to training opportunities. We provide financial aid to help cover costs for travel, accommodation or child care if these costs are barriers that threaten to keep an individual from participating in our training programs.

This past March, we launched another major component of our strategy, the Ontario Training Corp., which has a mandate to strengthen the quality and quantity of training done in the workplace. Through this new organization, government has formed a dynamic new partnership with business, labour, educators and the training community.

The corporation's board of directors is drawn from these various sectors. We are very fortunate to have as chairman, David Lewis, vice-chairman and director of Lloyds Bank Canada, who has an extensive background in managing change in labour-intensive organizations. The president and chief executive officer is Sandra Birkenmayer, formerly with TVOntario. This partnership has given us a well-designed structure with clear objectives and a very capable board of directors.

The corporation serves as an information connection between the providers and consumers of training and will develop and offer two high-quality training services and two investment funds.

It will facilitate access to training by operating a skills bank—a computerized database on workplace training courses, materials and resources. It will invest in the creation of critically needed training materials and in the development of new training technologies such as the use of computer software.

Through a train the trainers program, it will upgrade our corps of professional training personnel, the front-line troops in the skills development system.

This is the first public corporation in Canada designed specifically to promote and develop

workplace training. We expect it to make a major contribution to achieving a modern, first-class training system in this province.

1610

As the American economic analyst Robert Reich has written, our economic future "depends not on the old jobs we used to do but on the new contributions we can make to an increasingly integrated world economy." We must propel the economy forward by "training workers in new skills and investing in new knowledge." Ontario's training strategy is guiding us in this direction.

The foundation for all skills training, and indeed for meaningful participation in society, is basic literacy. It is therefore fitting that the Ministry of Skills Development has been designated as the lead government ministry to respond to the literacy challenge.

In the Southam literacy survey released last fall, it was estimated that 1.6 million Ontario adults are functionally illiterate, that is, they lack the ability to use printed and written information to function in modern society. Other studies estimate that about 250,000 Ontarians are totally illiterate.

Functional illiteracy is a term that requires some definition. Let me tell you what the Southam people did to test whether participants in the survey were functionally literate or not. Subjects were given routine, workaday printed items: a bus schedule, a roadside diner menu, a Toronto Sun—of all papers—article. Those that could use them effectively were functionally literate. But the survey indicated that 1.6 million Ontarians cannot use items at that level of complexity.

This functional illiteracy means more than just misunderstood directions. It means workers who cannot read safety instructions on heavy machinery. It means citizens who cannot fill out the forms they need for health care or assistance of any kind and who cannot read a ballot. It means people not knowing what is on the label of the medicine bottle.

Most seriously, illiteracy in effect denies people the right to learn, which is so essential in our complex society premised on lifelong learning. People who lack literacy skills are forced to deal with the incomprehensible complexities of daily living and the fear that employers, neighbours or children will discover their difficulty.

Many people who possessed sufficient literacy skills in a simpler age are now beginning to fall behind in the workplace. It is estimated that in the United States, 85 per cent of all occupations

require some reading at the grade 9 level or higher, with most jobs demanding about two hours of reading a day between the grade 10 and grade 12 level.

Blue collar workers on average read 97 minutes a day, but one out of six blue collar workers cannot fully understand or respond to the written materials used on the job. Since these written instructions can mean the difference between safety and injury, this situation is truly ominous.

In a study released in February, the Canadian Business Task Force on Literacy estimated that illiteracy costs Canadian business more than \$4 billion a year due to industrial accidents and reduced productivity. That is a loss we can hardly afford in a competitive world economy.

Our strategy is to reach as many people as possible through as many learning options as possible. This fiscal year, several ministries will spend a total of more than \$50 million to support adult basic literacy programs.

The Ministry of Skills Development, in addition to workplace literacy programs and its Ontario Basic Skills program in the colleges of applied arts and technology, offers Ontario community literacy grants. This year, 137 community groups, literacy umbrella groups and public libraries will provide volunteer instruction and outreach programs with the aid of this funding.

You can see, my colleagues, that there are members from that group here today and the dedication that they show.

My ministry created a new literacy branch to co-ordinate the government-wide effort. The goal of the new branch is to improve service to clients, to the men and women who seek literacy training and to the employers, unions and community organizations who provide it.

The branch will ensure that various government programs fit together in a way that avoids duplication. It will see that every dollar we spend on literacy counts for as much as possible.

One of the main activities of the branch is the Ontario Basic Skills program, offered through colleges of applied arts and technology. It provides training in fundamental skills like reading, writing and mathematics needed to obtain a job or advance in a career.

One of our many successes is the Cobourg mother of four who entered Ontario Basic Skills with a grade 9 education and completed grade 12 in just seven months. This achievement qualified her to enrol in a two-year fashion merchandising course at a local college. Her experience, she

recalls, "opened a whole new world for me, with a new vocabulary and a new way of thinking."

A related program called Ontario Basic Skills in the Workplace supports literacy training at worksites and other locations convenient to the workplace. These training opportunities may be sponsored by labour unions, employee associations, employers or employer associations.

Let me say at this time that the ministry has received superb co-operation and leadership in this program from the Labour Council of Metropolitan Toronto, the Ontario Federation of Labour and the Hamilton and District Labour Council. These groups are showing Ontario Basic Skills in the Workplace to be a model of partnership in achieving social and economic goals.

As part of an earlier initiative, my ministry organized a province-wide conference on Literacy in the Workplace which took place on October 13. This very successful event brought together key decision-makers from business, labour, government and communities, and helped to raise awareness of the literacy situation in a significant way.

Our Futures program was introduced in the fall of 1985 to assist young people having trouble making the transition from school to work. Futures has achieved an impressive track record in enhancing the employability of young people. The success stories are legion. This summer I talked to a young lady who had just received a grade 12 diploma she thought she would never get. She said, "Mr. Minister, your program works."

The program has evolved over the past three years, as the challenge has shifted with economic conditions. The youth share of the labour force is shrinking. This trend, coupled with a buoyant economy and the success of Futures, has led to a sharp drop in the youth unemployment rate. It is now down to 8.3 per cent as of October 1988, compared with more than 13 per cent in 1985. The summer month average for 1988 was 6.9 per cent, with August reporting a low of 6.3 per cent.

In a tight labour market, employers are more willing to overlook the lack of experience and young people find it easier to get that all-important first job. As a result, participation in Futures, and government expenditures on the program, have dropped. Program intake has fallen from about 47,000 in 1986-87 to about 37,000 in 1987-88. Last year's spending on Futures in the field was about \$43.5 million less than originally forecast. In a real sense, this is good news for the economy. It reflects a

brightening of the prospects for our young people.

But despite our thriving economy, some 51,000 Ontarians under age 25 remain out of school and out of work in our province. Our government remains committed to providing them with entry level skills development opportunities. Futures continues as a major vehicle for assisting hard-to-reach young people to get into the employment stream. The clientele has changed, but our success rates have remained high.

Regular services under Futures include counselling, monitoring and follow-up, life skills and pre-employment preparation, plus up to 52 weeks of work experience and on-the-job training. Under the program, the government pays the young person the minimum wage, while the employer provides training according to a definite training plan.

We are continuing to tailor Futures to the changing client needs and labour market realities. We recognize the lack of formal and basic education is often what is holding young people back, so we have introduced a new option under Futures to give disadvantaged youth a stronger incentive to return to school, an alternative combining part-time work and part-time study.

1620

This new approach is a joint venture with local school boards, and lengthy negotiations were undertaken to make the arrangements. I am pleased to report that this new part-time work, part-time school option is fully operational this year. Participants work 16 to 20 hours a week for up to one year while earning at least three high school credits. This option has helped more than 2,300 young people since being implemented last year.

Other changes to make Futures more relevant include enrichment of the pre-employment preparation component designed to aid severely disadvantaged young people. The training stipend payable during this preparatory period has been raised from \$100 to \$125 a week. We have also introduced access allowances to assist pre-employment participants with child care, transportation or accommodation costs.

Efforts have also been made to increase the availability of Futures to native communities and visible minorities. For example, this year Confederation College of Applied Arts and Technology in Thunder Bay will deliver the Futures program to 12 remote native reserves from an office headquartered in Dryden. Northern Col-

lege of Applied Arts and Technology will deliver to four reserves from offices in Moosonee.

In today's entrepreneurial economy, it is vital to encourage young people to consider the ownership of a small business as a career choice. This is the aim of the ministry's Start Up programs which provide interest-free loans to launch either a young person's year-round enterprise or a student's summer venture.

Year-round businesses receiving Start Up assistance are widely varied. I have personally seen startup businesses covering everything from flower planting to boat cleaning to house painting. The \$9.5 million in loans approved this year will generate more than \$50 million in annual sales.

In 1988, more than 1,400 students received loans to establish summer businesses, anything from providing lawn-watering services to selling skateboards, building boats or running a fleet of bicycle ice-cream vendors. Two young brothers even planted and harvested a soybean crop. These ventures employed other students too, with the average project creating 2.5 summer jobs.

Through these programs, our government is fostering the development of future entrepreneurs. An innovative idea that gives young people early exposure to entrepreneurship is the youth job co-op. These projects were sponsored by local business organizations with ministry funding used to hire two post-secondary school students as advisers for each project. The advisers recruited high school students to join the co-op and the members ran the business themselves. The members gained a share of the co-op earnings as well as insight into the business world.

We funded 36 co-ops around the province this summer, up from 22 last year. Of the 36, 10 were French and two bilingual. As well, five operated in native communities.

The regional breakdown of this co-op program shows that these are especially popular in the northern and eastern regions of our province. While the summer job outlook this year was bright in the Golden Horseshoe area, several other localities required special efforts. To help students in these places find jobs, the ministry supported five community summer job campaigns. The campaigns were a co-operative effort with the federal government and the private sector.

The Sudbury campaign is a good example. It involved a telemarketing canvass of local employers to get summer job pledges to be filled

through Canada employment centres, and generated 1,855 job pledges.

There are a number of options for workers and employers to adapt to changing economic conditions. I have been speaking mainly of the short-term, quick-response training. For many occupations, however, long-term training remains an essential preparation.

Traditionally, this has been provided by our apprenticeship system, which combines in-school instruction and on-the-job training in accordance with standards set by industry and labour and approved by government. The ministry has undertaken a five-year strategy to modernize and rejuvenate the apprenticeship system to respond more effectively to today's competitive challenges.

Apprenticeship is a key source of trained personnel for many occupations and industries now experiencing skill shortages. It can be a vital skills development option for the two thirds of Ontario's young people who enter the workforce without post-secondary education.

Last year, we announced a five-year plan to increase the number of apprentices from 40,000 to 60,000. This year, there are almost 45,000 apprentices in the 66 regulated skilled occupations and more than 600 employer-established skilled occupations. We are well on our way to meeting our goal and plan to encourage many more employers to provide training.

This year, we have sustained a difficult series of events in our dealings with the federal government on apprenticeship. You recall, Mr. Chairman, the struggle I had.

Members will recall from my statement to the House on October 17 that the federal government has unilaterally capped its funding of apprenticeship training. This year the government of Canada limited its apprenticeship funding in Ontario to \$37 million, a cut from last year's level of \$37.4 million; this while increased demand has brought the level of apprenticeship training needs to \$42 million in this province.

Rather than allow 5,000 apprentices and 3,000 employers to be held hostage to a federal negotiating strategy, the ministry has stepped in with \$5 million to pay for the training shortfall left by the unilateral federal action. In-school courses scheduled for January through March 1989 will go forward. Without provincial intervention, these classes would have been cancelled.

Let me stress that we are committed to pursuing the federal government to reimburse Ontario for this outlay.

Despite these difficulties, the apprenticeship system is still growing in Ontario. We are consulting with industry to introduce apprenticeship in new occupations, many of them based on new technologies. Some of these programs would be streamlined so they take only two years. We have already introduced new apprenticeship programs in autobody repair, reinforcing steel work and patternmaking.

We are also considering new formats for apprenticeship, such as completing all classroom instruction before workplace training begins. We have adopted this approach in the new autobody repair program.

In the case of the new co-op program introduced for motor vehicle mechanic apprentices with General Motors of Canada, the format concentrates intensive schooling in the early stages of the program to help apprentices become productive more quickly.

As an example of this, the ministry is working with the Wellington and Timiskaming boards of education in an innovative co-operative program. Students will attend secondary school for two days of the week and spend the other three on the job as apprentices to area employers. In this way, academic credits towards a secondary school graduation diploma are earned, while students also gain work experience hours for their apprenticeship certificates.

We have surveyed all ministries to identify additional apprenticeship opportunities within the provincial government. A detailed plan is being worked out. Our aim is to have government ministries match the training record of leading organizations in the private sector.

In addition, the ministry is helping new apprentices pay for the tools they need for their work, just as government assists post-secondary students with their educational expenses. All apprentices who have signed contracts after January 1, 1988, are eligible and the ministry began sending cheques last summer. This year we expect to assist apprentices by providing \$3.8 million in tool grants.

A very high priority of the ministry is to expand the participation of women in apprenticeship. Through public education, preparatory training and help to locate apprenticeship positions, we will encourage growing numbers of women to enter male-dominated occupations.

1630

Retraining is especially vital for older workers who have been laid off. As I mentioned in my initial comments, our population is ageing. In less than 10 years, those 45 and over will make

up nearly one third of the labour force. We cannot afford to write off the talent and experience of any of these men and women in an era when skilled human resources are becoming increasingly scarce.

Our Transitions program gives older workers who have lost their jobs a boost in their efforts to obtain productive employment. Transitions helps older workers who have lost their jobs within the past six months through permanent layoffs, plant closings or the failure of their own businesses. It provides laid-off men and women 45 and over with a training credit of up to \$5,000 over two years. They can use it to pay for training with employers or training institutions.

The critical feature of Transitions is that it can be used by an older worker to lever a new job. Transitions is a voucher system. An older worker can take his or her voucher to a new employer. The employer draws up a training plan and draws down the \$5,000 credit over a period of two years. It is, in effect, a hiring bonus for older workers.

Also to assist unemployed adults, the ministry provides funds for employment counselling services to help centres around the province. This year we raised the funding to each centre to \$90,000, a 20 per cent increase. We no longer require matching community funds. The extra support will enable centres to strengthen their employment counselling and training referral services, thereby helping more unemployed adults get back into the workforce.

Apprenticeship is a prime example of the extremely important partnership between the federal and provincial governments, and I have already addressed it in some detail. But let me stress that despite these difficulties, the ministry remains committed to a positive relationship with the government of Canada, building the training culture through partnership.

Let me now review several other aspects of our dealings with the federal government. We are deeply concerned that Ontario's allocation under the Canadian Jobs Strategy for 1988-89 is \$43 million below the 1987-88 level. This continues the downward trend of the past few years. Federal training and employment development expenditures in Ontario have dropped from \$552 million in 1984-85 to just \$334 million this year, excluding the cost of inflation.

Given the competitive pressures we face in this country, federal spending on labour market adjustment should be rising, not falling. Over this same period, Ontario has doubled its own expenditures on training. My ministry has been

working actively with community groups, institutions and others to develop a position paper based on broad consultation which can be used as the basis for negotiating the next Canada-Ontario agreement on training with the federal government.

As the committee members will recall, in 1985-86 the federal government introduced an indirect purchase mechanism, which has only partially offset reductions in the direct federal purchase of training seats from the colleges of applied arts and technology. Under the new concept, third parties such as community industrial training committees receive federal funds to purchase training.

Last year the CITCs received \$25 million of indirect purchase funds. This year, the CITCs are expected to have \$40 million allocated to them. We are supporting effective operation of these committees to ensure they are able to undertake this important task.

At the first ministers' conference last November, Ontario proposed a Canada training allowance to rationalize the income support system for adults on long-term training. A discussion paper was prepared detailing our CTA proposal.

Our proposal would extend the present support provisions to cover all adults who are away from their jobs to take institutional training under federal or provincial programs. We believe a straightforward, realistic allowance would provide a strong incentive for employees across Canada to retrain.

This concept has received strong backing from other provinces and employer and labour associations. The federal minister has agreed to consider the proposal.

Previous generations of Ontarians have poured enormous sums into machinery, factories, the transportation system and other physical assets. Now economic growth depends equally on human resources. Managing this resource must come to be seen as a capital cost, rather than simply a current expenditure on overhead.

As the Premier's Council has declared, we must address the urgent question of "how the next generation of Ontario residents will earn their livings in a vastly different and much less forgiving world. If Ontario's prosperity is to continue, if our industries are to survive and create jobs, then we must invest in people."

The ministry's role is to encourage, assist and empower Ontario's businesses and workers to develop the skills they need. Our mission is to act as the catalyst for the indispensable personal and corporate commitment to training.

In partnership with business, labour, other governments, other Ontario ministries, educational institutions and community groups, we will create a competitive economy offering productive work and a secure future for all the people of Ontario.

I have enjoyed addressing my very attentive colleagues.

Mr. Chairman: Thank you for your opening statement. We will proceed now to Richard Johnston, the spokesman for the official opposition.

Mr. R. F. Johnston: I do not know whether it is to do with one side of your ministry's profile or another that I note this is a better estimates statement this year than last. It either means that you sent it out to a consultant, as you seem to do with so many things these days, and the consultant put this together for you; or that having a ministry with 10 per cent of its budget going into administration is finally paying dividends in terms of the quality of the statements produced by the minister. I am not sure which it is, but it reads better than last year's statement.

You are right. I did try to pre-empt you a little today by basically coming to the conclusion, after going through what on the other hand is an abysmally laid out and atrociously information-free estimates background book—about the worst I have seen produced actually, after 10 years in this place. I am suggesting not that a minister resign in particular, which I have done from time to time as the bile rose, but rather I am saying that the time has come to consider, as a government, the whole existence of your ministry.

I think it is sort of appropriate that a wonderful public relations document like that which you have just read to us should be in fact the symbol of what this ministry is all about: lots of PR, lots of glossy handouts, terrible underspending on programs and overspending on administration while still asking for more from cabinet—and we will go back to that—and incoherence of philosophy and direction.

It is time to say whether we should not put the actual useful programs that hide themselves away in your ministry into other line ministries and get rid of this particular ministry, taking away as it would, unfortunately, one cabinet position. I know they would appoint you something else, Alvin, so it is not you personally I am attacking here. I know the deputy minister would also find work within the government, and many of the staff, of course, would find themselves back to the ministries from which

they came. It really is time to think about whether this ministry has any continuing role.

1640

I know this is not something you want to take up, and it probably guarantees your continued existence that I raise it, but I think any minister who has a Treasurer (Mr. R. F. Nixon) like ours and who is trying to watch bottom lines and be fiscally responsible, really has to start to question what the purpose of the skills ministry is at this point.

I do not say this just because Mr. McGuinty has become your parliamentary assistant. I do not think you should take this personally either, Dalton. I think it is about time you got this kind of appointment, and no doubt my raising it will guarantee that you stay and it will not be an issue. I do hope they put in a line in the budget for you one of these days, though. I am a little concerned about your actual paycheque. The ministry does not seem to think you exist within its budgetary estimates.

Mr. McGuinty: I wonder if you have been reading the same document.

Mr. R. F. Johnston: I have. Do you see a parliamentary assistant line there? Do point it out to me if you think it is there.

Mr. McGuinty: It was the first item I checked for.

Mr. R. F. Johnston: I have no doubt it was, but if you could find it you have better eyes than I have.

It is incredible to think that this ministry has a 10 per cent administrative cost: \$33 million is spent on administration. I happen to have the responsibility for four ministries; it is one of the joys of having such a huge majority and such a small official opposition. Recently, we had the Minister of Colleges and Universities (Mrs. McLeod) before us. She reminded us several times, you may recall, Mr. Chairman, that her ministry, which one might argue is slightly larger and more complex than your own, Minister, has an overall administrative cost of one per cent. It is something you might aim for rather than making cabinet submissions which suggest that you need major increases in order to be able to do your job.

I find it incredible that at the same time as your administrative spending is staying pretty much at the level it was last year, your skills training spending is down five per cent, your youth employment spending is down 16 per cent, and that is not even taking inflation into account. You can talk about a 21 per cent drop in the amount of

money you are spending on youth this year and then you can give us a glossy estimates statement which praises your wonderful adjustments to the Futures program and how tremendously successful it has been in attracting 37,000 people to it this year.

The only indication I have that there is any chance of instability for your ministry within this particular regime is the fact that it still has not given you a legislative mandate to operate under. I hold on to some hope there that the fact that they think you should exist only by order in council will mean that you will go the way of the old secretariats under the Tory regime in the not too distant future and that things like literacy will find themselves back in the ministries in which they should exist. I will come to that in some detail in a little while.

I want to ask particularly for more and clearer information. Something I have not done in the past is I have written out a list of some questions for you which I will leave with you, with the deputy and with the chair at the end of my statement, some of which you touched on in your opening statement—I could not guess that you would necessarily—and most of which you have not addressed and which your estimates briefing book certainly does not address.

On short notice, I was able to pull together some 84 questions I would like you to deal with. I presume we will not finish the estimates this week and I have no doubt we will be cut short on Thursday as various votes have to take place and that sort of thing, so when we come back in the new year you will be able to provide answers to those things that we have not dealt with this week.

Overall, your estimates are down 9.6 per cent this year. You have not addressed in your statement whether you think this goes to the incompetence of your ministry in terms of its ability to project trends; whether you lack confidence—since you blame the economy being so positive as one of the major reasons people are not participating in your programs—in this government's ability to have low unemployment, or what it is that that left you unable to project the kinds of changes we are seeing; or whether in fact you are saying that the illiterate in our society do not need that extra money you had in your budget last year which went unspent, that your failure to spend money on Futures to meet the needs of those kids who are hardest to employ means that you have given up on the need to really make it an adjustable program.

I want to come to a couple of the specifics. Let me deal with one right this instant that jumped out at me. Many members will not know about this, but there has been a program available through the ministry to assist native kids in remote reserves for some years now as part of all this, in co-operation with another ministry as so many of the things you deal with are in co-operation with other ministries.

It is always very hard to know where to place the blame for the failings. An infinitesimal fraction of the money which was allocated to assist those kids in those remote reserves was actually spent on those kids over the last few years, even though we know the unemployment rate is between 85 and 95 per cent—in some cases, I suppose 100 per cent. I hoped you would provide the figures for what exactly you managed to spend in this last year.

You then have the gall to put into your report on the adjusting capacity of Futures that two of our northern colleges are now going to take over that responsibility rather than the Ministry of Citizenship, as has been done in the past, and that some 16 reserves are therefore going to get programming. Sixteen reserves sounds pretty good, but that is 16 out of 50, as I understand it.

I am surprised you have not underlined the fact that a huge majority of those remote reserves are still not being handled appropriately under this program. The fact that you have two colleges now to get to 16 of them is great after two and a half years of terrible underfunding of this program: wasted money going God knows where, because it certainly did not go to those native kids. If that is what you are talking about as the Futures program which now suddenly has the ability to adapt, I do not get much solace from that.

I want to know, and I thought there might be some discussion here since you are a ministry regarding skills training, etc., about your involvement with free trade. I did not see any comment here. The government has been fairly quiet lately about just what it is going to do about job dislocation, but I wonder if you could tell me how you are going to change the Transitions program for older workers to meet these needs or if you have done any planning on doing that.

What are you going to do in terms of changes within the help centres to deal with this? Have you thought about that? What kind of specific research material have you done over this last year? How much job dislocation do you project as a ministry? What kind of interministerial

committees are set up, what were their findings and what was your role in them?

I just would have thought, given the major economic change and the huge battle of your federal leader's life that was just undertaken nationally, that you might have told us something about what you see as how you are going to deal with the apocalyptic vision in the next little while. What specific plans have you for visible minorities and those others who are hardest hit whenever there is a recession or that kind of thing?

Speaking of which, again going to Futures, just to jump madly about here for a bit, I was very disappointed after our long discussions last year about that program that you have given us no information today about who it is you are serving in those 37,000 people. We talked a lot last year about just what the success rate was for people going in and coming out from the various target groups which you have admitted you have established. You did not have all that information. There is nothing in here about how you have adapted it and your reporting on it.

I will be hoping you will give us more information on that, because it was a disappointing factor in the past that we really had no idea whether the program was actually addressing the needs of those people. It was pointed out to you that you could show us numbers of visible minorities, for instance, who were in a program at a specific point in time, but you could not tell us what they reflected in terms of the number of unemployed youth in that category, and you could not tell us what the outcomes were for that particular group and whether the program met their needs or whether they were the ones who were dropping out. I would have thought maybe we would have had some meat to your response on Futures in that area.

1650

I wonder if the minister will tell us in administrative terms what you are doing with contract employees. As of November 1987, as of my figures, you had 487 permanent staff and 83 were on contract. I gather that on September 30 this year, between 20 and 30 of these contract employees did not have their contracts renewed. When you went to cabinet, you asked for a number of positions and they were not given to you, as I understand it. I would like to know as of this date what the status is. Do you still have this alarmingly high number of contract employees as a percentage of your total complement in your ministry; and if so, why?

I would also like to have a breakdown of those people who have lost their contract employment. How many were women or visible minorities, if you can give that information?

I was quite astonished to see the number of outside consultants who make a living with your ministry. It gave me great hope for my post-political future. If you do this kind of wild hiring, perhaps even someone like me can get a job with the government.

Mr. Daigeler: And you want to eliminate the ministry.

Mr. R. F. Johnston: Yes. I was going to say perhaps that is the reason for keeping it around, especially if you are one of these people: ARA Consultants, Allan W. Foster and Associates, Arenburg Consultants Ltd., the Canada Consulting Group, the Coopers and Lybrand Consulting Group, the DPA Group Inc., J. Davidson-Palmer and Associates, Hay Management Consultants Ltd., Hill Sloan Associates, James F. Hickling Management Consultants Ltd., Training Organizational Productivity System, Touche Ross Management Consultants or Woods Gordon Management Consultants. These are the ones they paid more than \$30,000 each for consulting, at a total of \$708,525 according to the public accounts for 1987-88.

I wonder if you can provide us with an additional list of those other people you perhaps paid less than \$30,000, to have an idea of just how far all this outside consulting work went. Perhaps while you are at it somebody can tell me, because I am fascinated to know, what it was that Geller, Shedletsky and Weiss did for you for \$52,803. I understand these people are psychologists. I wonder if you can tell us what they did and whether it was any help.

Mrs. Cunningham: Be Careful. That was probably the most important contract they let.

Mr. R. F. Johnston: That is possible. You are totally right. The critic for the third party has reminded me that this may be in fact the most important contract you let. I have no idea. I just was riveted by the fact that you actually did contract out to these people.

In a serious fashion, I am interested to know just exactly how far this contracting out actually goes, and why, when you already have a ministry that has 10 per cent of its money going into administration, you feel you have to go outside for so much money being spent as well. Perhaps we can get into some detail about these internal-external reviews that seem to be going on.

For instance, you just commented a little today about the money you are going to be giving to the help centres this year. Just what has happened there? There has been a review done, as I understand it. Can you table it with us, now that you have made your decision about funding and increasing their funding this year, as you have indicated?

I know there is a great deal of concern out there that the help centres may be in some jeopardy and that the year-to-year funding that has been given and has gone up, as I indicated, may not be a true indicator of what the recommendations were from this review. I wonder if you can tell us about that and the training trust fund and perhaps the special project fund. I gather the special project fund is now being moved away from training and towards literacy. Perhaps you could tell us a little bit more about that.

I would like to know where all this outside consulting actually fits in with your own internal evaluation unit, which I gather has finally got under way. Maybe you could explain that to us a little.

There is another thing I would like some clarity on, and I must say I do not get it from anything in your briefing book. Because you are a ministry that deals with so many others, the Ministry of Colleges and Universities, the Ministry of Labour and the Ministry of Industry, Trade and Technology on a number of projects, just what is the role, how do you divide the responsibility on all those committees and just what are the relationships? I am not clear on it. Again, perhaps if these things existed in those other ministries rather than in yours, we would not need all these interministerial committees, which I presume do not necessarily move business along particularly quickly but rather take some time.

There are a couple of items I want to raise. One is that under administration you seem to be showing a \$15,000 decline from last year's estimates, but if you look at the actuals you have increased your expenditures by \$39,000 in administration, one of the few areas of increase in the overall budget. We will get to that in the line-by-line; I will not spend time on it now. It is this area where I could not find the parliamentary assistant's allocation. Perhaps that is where Mr. McGuinty can find his information.

I will come back to some of the other things as we get into the line-by-line items as we go through. I wonder if we can deal specifically with the lack of information that is in this thing. If you are going to continue to exist, next time you

might consider adding some useful information around the budgets of the following groups, because I find it very difficult to read this thing and understand how that budget applies to such things as, specifically, budget lines: the Ontario skills development offices, training materials development fund, community industrial training committees, Ontario Skills fund, Trades Updating, international marketing intern program, Ontario training trust fund, Ontario Basic Skills, Ontario Basic Skills in the Workplace, Ontario community literacy, special support allowances, Ontario help centre programs, etc.

If you broke down the information more clearly we would have a better understanding of just where the money is going on some of these areas, and then it would be much more helpful to us. I presume you want the estimates book to be helpful rather than to obfuscate, knowing that you yourself like to be a helpful individual.

I wonder if we can deal just a little with my disappointment around apprenticeships. You spent a lot of time attacking the feds in the House. I noticed your olive branch to them today, I guess, in the realities of election day, that you expect to have good relations, etc., after all your nasty attacks on Mr. Bouchard. I understand the reality of politics in that fashion, but I am wondering what the real commitment of this government to apprenticeship programming is.

You claim there are now 45,000 apprentices in the province, which is up from the 1986-87 figure I have from the Social Planning Council of Metropolitan Toronto of about 41,000. That is good. I guess you can take credit for that except that your cabinet submission of April 27 that you made trying to get more money for apprenticeship, which basically said you had been underfunded and were not going to be able to meet targets being established for you by the government, clearly indicated that if the money did not come forward, and it has not, you would not be able to meet even this level of 45,000 until 1991-92.

That is the way you made your pitch for funds, which was turned down. Maybe in its wisdom, cabinet knew you could actually reach this target without any of this additional funding. I am wondering what your plans are to actually get to the target of 60,000 if you do not have the bucks, or did your proposal to cabinet really inflate the problem you faced as a ministry in such a way that you are actually going to be able to meet these targets, and that your information to the cabinet was not exactly accurate? Do we have the kinds of case loads you talked about on page 4 of that, that the consultants are now expected to

serve an average of 420 apprentices and 225 employers each?

1700

Case loads in some instances are as high as 900 apprentices. Was that not a real problem that needed to be met by the addition of some—correct me if I am wrong—54 new positions that you were asking for at that time? If that was not the case, then please explain to me how you are going to get to the 60,000, which was the target of this government, a promise from this government.

I noticed a very interesting omission in your remarks. You always know when a minister is happy about something because he throws in the figure. You always know when he is unhappy about something because he leaves out the figure, unless sometimes they are laying traps for the opposition, which happens from time to time.

Hon. Mr. Curling: It could be the latter.

Mr. R. F. Johnston: It could be the latter, and that is why I threw in that comment, just to protect myself, the old cover-your-A approach.

I wonder, for instance, as you so articulately put it in your submission to cabinet, what is going to happen to women's participation in apprenticeship without these bucks. There are 45,000 apprentices now. It was the case when there were 41,000 that only 2,000 were women. You are hoping to improve the lot of women by raising it to 5,000 by the end of your projected goals, as I remember from your cabinet position.

You made comments about just how crucial it was to have the money go into this area and not into tools, for instance—a wonderfully articulate statement, I thought, in your cabinet submission about how \$3.8 million to tools for apprenticeship was not as important, as far as you saw it, as trying to meet the problems of underrepresentation of women in apprenticeship programs. Yet that is the amount of money you have announced you are going to be spending today for tools.

There was no indication at all in your statement about what is happening for women. How many women are now involved? How many of them are in the nonhairdressing-style kinds of apprenticeships? How many are in nontraditional goals that women have not been allowed into in the men's club of apprenticeships? Where is that at? What are your plans specifically to get them to 5,000 or a much higher percentage, one would hope, than even that, of the increased number of apprentices? Why have you not addressed that, as you did so articulately in your cabinet proposal, as the major challenge, as the thing you really needed to go after, and why they needed to

give you 54 more staff than you already have in apprenticeship programs?

I wonder if you can tell us what is going to be happening now in terms of the expenditures. I will quote from last year's estimates. Glenna Carr said, "Ontario has announced its new initiatives, which will eventually increase the budget being spent in Ontario on apprenticeship up to \$25 million in the next five years from the present \$11 million." I wonder if you can tell us what is going to be happening with that new money you need.

I must say I never really realized before where the provincial bucks went on all this stuff. I wonder if you can confirm for me that this does not go to apprentices and it does not go to the schools; it goes to your administrative costs. In fact, the federal government assumes the cost for the in-school portion of the apprenticeship training and the employer pays the lion's share of the working costs.

All you pay from your money—with the huge commitment of this government, I say with great dripping sarcasm—goes to picking up your bureaucrats' costs, not necessarily increasing the number of apprentices actually served. Perhaps you can fill us in on that in the next little while.

Hon. Mr. Curling: You are saying to the committee you feel these people are all bureaucrats.

Mr. R. F. Johnston: I am just saying none of this is going to actual apprentices. It might be a wonderful innovation. This is a provincial government that states that apprenticeship is so important and that it wants us to move into a training culture, that wonderful language you people use to belie your own underfunding and lack of commitment, and especially what your cabinet will not give you when you ask for it. You do not see that you should be putting direct money into the courses or that you should be putting money into expanding the number of categories of apprenticeship enormously.

We are still working on a model which, as the minister knows, is just a fraction of what the European jurisdictions consider useful apprenticeships. They are dealing with 200-plus categories compared with our 60-some, the number of which we even toy with maybe reducing. I am trying to point out that this is a government that is willing to pay for some of the administrative costs—not as many as you have asked for—but that does not actually put direct money into an apprenticeships at all.

I wonder if you can maybe give us a bit more information about where you are going with the

areas of apprenticeship and your definitions of it. One of the contrasts I have in my mind—I also want to know why you think you are going to get rid of \$3.8 million in tool money. I know you budgeted that, but I would really be interested in knowing why you think that is going to be spent. In normal cases, I would expect that money to go but with this ministry, which tends to underfund anything that is of particular use, I really have my doubts the money will actually be spent. I would be interested to know why you think that projection of yours for this year, as you indicated, is accurate. I would be very happy if it is the case.

I cannot help but contrast the priorities, in terms of the lack of money going to women and apprenticeship and your own funding of the tools program which, it must be remembered, pays from \$100 to \$700 to cover the costs of tools, that sort of range, and that is the limitation on what you do for these people whose tool costs are sometimes enormous, just enormously high costs. I cannot help but compare that with what you are willing to do for people who want to become marketeers or whatever one would call them.

Forgive me if I seem a little Marxist in my analysis here. One would be shocked to think that I might be, but I find it interesting that you have a marketing intern program that will pay half of a marketing intern's salary for two years, up to \$30,000; \$30,000 to somebody who will become a marketer, a marketeer, an entrepreneur, something or other—I do not know what it will be—to help us with our selling. Perhaps you had one of these people do your estimates statement, I do not know, somebody who has been well-trained, there is no doubt.

Who is going to be a marketing intern and why is it that in terms of your priorities you will put \$15,000 a year into that and you will pay \$100 towards a potential tradesman's tools? What kind of statement is that of your priorities? We would be really fascinated to know why you feel this kind of an investment is useful dollars compared with putting some real money into helping true apprentices. I found that a bit of a shocker.

I was very pleased when the member for the third party got up in the House the other day and took you on strongly on the Transitions program. I thought she did it remarkably well and I am sure she will do it again as soon as she gets the floor, which should be one of these days.

Mrs. Cunningham: I am missing my Christmas party. You had better get me on in five minutes.

Mr. R. F. Johnston: Go to your Christmas party, please. Do enjoy yourself.

Mrs. Cunningham: No, I want to be here. It is more fun here.

Mr. R. F. Johnston: Because I cannot guarantee that I will be finished.

Mrs. Cunningham: We will help you out.

Hon. Mr. Curling: Wait for the good news.

Mr. R. F. Johnston: I must say that program (1) seems to be a colossal failure, (2) seems to have no capacity to adapt, and (3) seemed to be one of the more interesting innovations that was brought in and seems to have gone missing somehow. It just does not seem to have done what we hoped it would do.

I want to let you know that you use the argument for other programs, specifically Futures, that the upturn in the economy has meant there are not kids out there who need the help of that program in the same way and therefore that is why they are not taking it. I think there are a lot of other reasons that you seem to want to avoid dealing with again this year.

While it is the case that we have a booming economy, which no one would deny, in terms of plant closures, in August 1988 there were 1,000 employees laid off as a result of partial or complete plant closures or reduced operations. The comparable figure for the year before was 617. Up until August 31, 1988, 9,371 workers were laid off. These are the ones that have 50 employees or more, as you know. Anybody else does not even have to report the kind of layoff.

1710

There are substantial numbers of people, in other words, who are going through layoffs. The most vulnerable, without any doubt, are older workers. Many of them, in communities such as the chairman's and mine, who suffered through the last recession, were people who did not have the educational capacity to adapt and who really needed some major assistance. There was a real hope that Transitions would actually provide the kind of bucks that would help them do that.

I do not see any evidence at all that money is being spent appropriately. I know it is a voucher system and they can claim it in the second year and all that kind of thing. There is no indication that in terms of the relevant expenditures, the money you have budgeted versus that which has gone out of your budget these last couple of years—as the member for the third party has said—that that is any indication of the real need that is out there and that the program has the capacity to adjust to and meet those real costs and

real needs. I would hope that it would be something you would want to think about a lot and want to make some major changes to in the next little while.

The fact of the matter is, of course, that the money goes to the institution, it does not go to the worker as well. This is to be understood. This is normally not a problem. Institutions know these bucks are around; generally speaking, the money is sucked out and used. I am kind of surprised that it has not happened.

I wonder if you could confirm that, because you did not in the House. You avoided the issue in the House when Dianne Cunningham raised it. Are her figures right? If her figures are right, you cannot explain it away by what you said, especially when we know all the layoffs that are there.

If those figures that she raised are correct, there has been a budgetary drop from \$14 million to \$8 million which is in your estimates, so that is accurate. Last year you only spent \$284,000. I do not care what your two-year voucher system is, you were not going to get rid of much of the rest of that \$14 million last year. This year, out of the \$8 million, Dianne's figures are that you have spent a whopping \$715,000 at the time she raised the question. If that is the case, you cannot again convince us that you have come anywhere near meeting the actual costs.

I suggest to you that an older worker is unemployed longer, we know that from the statistics that are out there. The average rate of unemployment in Toronto for workers over 45 is 19.5 weeks compared to 14 weeks for the average. That is a four- or five-month period where those people are out of work, many of whom could use some extra educational assistance. We just do not see it being picked up. I am wondering why you have not thought about trying to get this program to assist people who are already in work and not falling out of work, as well. It seems to me, as a preventive program, it would be a very useful kind of concept to bring in to get some people some training to protect themselves.

I said right at the outset, especially in the face of what we already know about free trade coming down the tubes, from the perspective of those of who are the majority on this committee, who have fear of that and are worried about what is going to take place in terms of adjustment for our workers, some preparation and major transformation of the transitions program would be something that I hoped you might have been

something about today. We really have not heard anything from your audit.

Can you explain to me while all this is taking place in terms of the plants being shut down and workers being off for a long period of time, why you are spending 5.1 per cent less than you did last year in this area. I would really be interested to know why that is the case. Can you give us an idea of the budgets that exist at the moment for the training trust funds? Can you tell us what the colleges of applied arts and technology are actually getting to deal with this side of the budget? I do not really have a clear idea of what comes out of your budget for this and what comes out of Colleges and Universities in terms of this whole business. Can you give me some information about the community industrial training committees when we come back in terms of who is on them and what their relationship is officially with the colleges at this point?

It would have been very useful to have all this stuff in the briefing book, so I do not have to ask these things, but what is the budget for Ontario Skills? Give us a breakdown of the size of the corporation. You gave us some of that in your statement, as I recall, but that is just basic stuff I thought we would have had in the estimates to help us with this whole thing.

I want to move, if I can, to literacy for a minute. I have real difficulty conceptually with where you are going on literacy. I have thought from the beginning that this is the wrong ministry for it and we have had this discussion before.

Page 17: "The foundation for all skills training and, indeed, for meaningful participation in society is basic literacy. It is, therefore, fitting that the Ministry of Skills Development has been designated as the lead...."

Well, in my view, the second half of that statement is why it should not be Skills Development and why it should be someplace else.

On page 18: "Most seriously, illiteracy in effect denies people the right to learn...." I agree with whoever wrote that statement. That is the fundamental problem and I have a real difficulty knowing, again, why the responsibility for this is left with you rather than the ministry which has the experience to deal with this and the responsibility to deal with this, which in some ways avoids its accountability when you take it on: the Ministry of Education.

Your emphasis on workplace application literacy, as I see it now, and your level of fancy brochures and big sendoff parties of one kind or another, sometimes known as conferences,

rather than spending money on the community groups which are doing the real nitty-gritty work is something that has bugged me for a while. I was very disappointed with the government's lack of response, and your ministry's lack of response specifically, to the Ontario community literacy groups that wanted some kind of increase in their budgets for what they were already doing, really strained as they already are, and which came to you with at least, as I understand it, 20 plans for expansion and 40 plans for new programs.

These are the people who have been doing the real grass-roots kind of work on literacy for years in our communities and they did not receive the increases they should have received; not one of those new programs or expansions was funded. Not one of them, by your ministry. I would really like you to explain to me and to those groups why it is that that was not a priority of this government, which talks so much about literacy and puts out such wonderful pamphlets to tell people about literacy programs which you want to underfund and you want to not expand.

I have had people call my office who have said: "I got this brochure. I'm living in northern Ontario and it says these literacy programs are there. But I phoned up and my community literacy group, which is 35 miles away, tells me that it already has a waiting list it can't handle and it doesn't have the money to be able to provide the program, and its notion of having a satellite program in a community closer to us has been not funded by the ministry. So here I am, left with this fancy leaflet and no program to go to."

At the same time, you manage to hold—you even referred to it, I think—this much vaunted October 13th literacy conference. I would like to know from you specifically how much that cost. I would like to know how much Price Waterhouse got for it. I would like to know how much the Metropolitan Toronto Convention Centre cost and how much the lunch cost.

1720

Then I would like for you to explain to me why you felt that was a useful expenditure of funds, a useful showplace kind of approach to things and you could not find money for these community groups that have been doing the real, tough work out there, the real slogging on literacy before it became politically sexy. In good faith, with all the rhetoric you have been putting out about how important literacy is as a basic ability to learn, a basic tool in terms of participation in society, you were not able to find the bucks for that, but you put out a glossy piece of literature which leads

people to believe there are more programs available than there are. You can put on this kind of conference, but you cannot provide the bucks for the basic programs these people have been asking for. I really feel it was incredibly disappointing that this was your basic approach.

We will come back to this when we get to the line-by-line, but I want to know about the interministerial committee on adult basic literacy and find out just what the heck it is doing, how often it is meeting and that sort of thing.

I will leave my questions on the Ontario Training Corp. until later. They are listed in the long set that I have provided for you. In the interest of time, I will try to move on from that.

I am wondering if you can tell us a little bit about the access programs. This is on page 29, "...the cornerstones of Ontario's Training Strategy" is meant to "overcome the major barriers to training." I think this whole notion begs serious questions about economic and social status, disability, gender disqualification and disabilities for people who are trying to get skills. I would like to see the budgets for these programs laid out and compared to other years, and we do not get that in your layout. It is really a very strange fact, but I do not know what the basic budgets are for Ontario basic skills and the ones I listed before, the ones that are to do with access, in particular. I think we need to know that in terms of whether or not that program is really working.

I would also like to know a little bit more about the way Ontario basic skills seems to be working, when you say it is designed for adults who require basic skills of literacy and numeracy. Yet there seems to be a paranoia—maybe you can respond to this—within your ministry about doing anything that touches English as a second language. That, as a component of the kind of problem people can face, is the Ministry of Citizenship's problem; it is not yours. There seems to be a lack of co-ordination between the two ministries around what is often the problem for people. It is an English-as-a-second-language problem, as well as a literacy problem, and those things have to be dealt with together. I would be interested in hearing more about that.

I also want to know more about your special support allowances for child care, and that sort of thing. I want to know who is eligible and, more important, who is ineligible for that. I have been hearing some stories, and I am really shocked if they are true. I will give you the benefit of the doubt and you will be able to respond to me. Tell me it ain't so that, in effect, a family benefits

recipient taking a literacy course cannot get child care and transportation expenses picked up. I really want to hear from you that it is not the case that if she were going to East End Literacy in Toronto, for instance, she could not get that kind of assistance. If anybody is presuming that her family benefits allowance is going to cover this kind of stuff, he is crazy, clearly, even with the huge increase that was just given to her, contrary to what Judge Thomson suggested in his report.

I want to know how it works and how it can be made adaptable to certain rural programs and that kind of thing, but I do not have any sense at all of the eligibility for these programs.

As I said, I do want to hear from you about the help for entrepreneurs loan program centres and just what is happening there, whether or not you are committed to them for the long term and whether this report indicated that or indicated that you do not need the HELP centres any more and that they can be dispensed with. So I am hoping that you will respond to that in the next little while.

If we can come to youth unemployment for a while, if things in Futures are so bad because employment is so good, then why is it that you are able to talk about your other youth programs as spending your money without any difficulty—the Ontario summer employment program, the new entrepreneurship programs for young people, that kind of thing? If the economy is going along so well that the Futures program does not need assistance, why is it that there is still a major takeup in those kinds of programs? Do you not think there is maybe a lesson to be learned that something is wrong with the design of the Futures program?

You adjusted that basic amount from a \$100 allowance to a \$125 allowance to recognize in some way or other the cost that participants in that program face, but you still pay the minimum wage. Here we are in a high-employment period and you are paying out the kinds of money that are inappropriate in terms of the placements that these kids take. I do not know how you expect anybody to stay through a program and actually become literate, for instance, or to learn the kinds of skills that you want in terms of numeracy and that sort of thing, if he knows that half way through the course he can get himself a \$7-an-hour job some place and move off to that without the skills.

You are going to put him down anyhow as a statistic suggesting he was a success, or as the minimum, a neutral outcome, or however you are looking at that this year. That is certainly the

way you dealt with this last year. I am wondering if you still have going to jail as a neutral outcome this year. I did not hear any of that in your statement, so I would be fascinated to know if that is the case.

It seems to me that program needs an incredible amount of rethinking and needs not to have money shifted from it, as I presume has happened, over to apprenticeship. I presume that is where you got your \$5 million for apprenticeship, but perhaps you can tell me where that \$5 million came from. I would be surprised if it is not in your reduced projection of what you think you are actually going to spend in Futures in real terms this year.

Do you have now the breakdown of the information that we wanted before? I presume you have and you just held it back and did not feel it was useful to mention it during your statement in terms of who these kids are who are participating now, but I am surprised that you did not provide us with that kind of profile.

I think we need to hear from you as to why you have not moved away from the minimum wage base, while at the same time you recognized that the \$100 was not appropriate in the past. Why you do not think that is a useful thing to do if that program is about to survive? Maybe you can tell us more about the cost-of-living supplement you have prepared for them and who is eligible for it and who cannot get it when they participate in the program? I would be very interested in hearing that.

On the summer programs, a few things struck me. The most disappointing one, of course, was the environmental youth corps, which you may remember being announced with great fanfare in August 1987. Some \$11 million was to be spent, and 3,000 jobs. It was announced a year later, of course, that this was going to be \$3 million and 1,000 jobs, sort of a typical change that we noticed from the election hyperbole to the reality of post-election Liberal majority.

Has this program been a success? Let me ask that first. Or is it not a success because in point of fact you only pay minimum wage there as compared with some of your other summer employment programs? What can we expect for this program next year? Is it going to continue to exist? Are you going to cut it back even further or not?

1730

We never hear from you about how many startup programs are successful in the sense of continuing on afterwards and how many of them die after they are established. I wonder if you

could tell us how many have been discontinued over the last couple of years and how many are really successful over any length of time.

Just figuring out from your statement today—because I did not have it before—the average amount that these venture capital programs are generating, it means, if summer programs are producing 2.5 employees, that the participants are all getting \$2,500 or \$3,000 a summer, something like that, for a summer job. I wonder if you feel it is really effective in terms of a program.

I want to know specifically whether the summer experience program is dealing with anybody new. Are the same employers participating as have been in the past, or have the numbers changed dramatically? If they have stayed constant, why have the numbers employed through those programs stayed constant when the economy is doing so well, yet the Futures program is crumbling because the economy is doing so well? Can you explain that to me?

You use a lot of language about a training culture being developed. You make it sound like we have had huge advances in terms of protecting people from layoffs, yet the takeup seems to be infinitesimal.

We seem to be saying that apprenticeship is really important, yet we do not put any direct provincial government money into actual education and program initiatives. We have done nothing to expand the number of categories for apprenticeships. All we have done is got into a political battle with the federal government, which is particularly useful around a federal election, in terms of who was and who was not actually putting money into those programs.

If we look at what you have accomplished as a ministry since your inception with the Tories these several years back now, it is a really questionable thing whether this ministry should really continue to exist.

I would like to hear arguments from you as to why you think literacy is being better handled now under your auspices than it would have been if it had been under the lead of the Ministry of Education. I would really like to hear an argument from you about why you think you are doing such a good job with this and why you think your philosophy and a skills philosophy for literacy is the appropriate base upon which to build a government literacy program.

I would like to hear from you why you think a ministry that is spending 10 per cent of its money—at least 10 per cent of its money; we have

been generous on how we have calculated that—on administration and is systematically underfunding programs that are supposed to go to people in great need should continue to exist.

Why should the people of Ontario be paying for a minister's salary, for a deputy's salary, for all the entourage that goes around a minister and a deputy, for programs which could easily be handled under other ministries, whether it be the Ministry of Labour, as it used to be for apprenticeship, the Ministry of Colleges and Universities for certain kinds of programs or the Ministry of Education?

What is it that you brought to the mix that has done anything to enhance those programs rather than, in many ways, weaken them, and how would you explain to the people of Ontario why this ministry is of such value that the millions of dollars being spent for administration are funds that need to be spent and are being well spent?

After my examination of your estimates book, such as it is—and I say again it is probably the worst laid-out estimates book that I have had to deal with in my years here—when I look at your underspending of programs like Futures, like the program for the native kids, like your Transitions program, all those things that should have been socially important, I have to say that I am really now of the opinion that you should ask the Premier (Mr. Peterson) to dissolve the ministry and send its parts back to other more appropriate ministries and to give you a more demanding position than that which you have been given up to this time.

Mr. Chairman: Thank you for your comments. At this point, we will proceed to the comments from the third party.

Mrs. Cunningham: Gee, I hate being called the third party. We are going to have to do something about that next time around. Do you always have to say the third party? Could you not just say—

Mr. Chairman: The Progressive Conservatives?

Mrs. Cunningham: Whatever.

At any rate, I am very appreciative of the comments of my colleague. I have some sympathy for this large Liberal majority which has to sit there and listen to us. Quite frankly, they feel the same way as we do about some of the problems with the programs. I have to start by saying that I think the purpose here today and over the next few days is to take a look at how the money is being spent, how the programs are being delivered and probably to give some

constructive criticism as to how things can be better. That is why I am here.

I very much appreciate the detail that Mr. Johnston presented the committee with. I have not gone into that, although I have a number of questions from the estimates background material and have even more that I would like to take the time to document and perhaps hand you, Mr. Chairman, some time in the next day or two, so that we can be sure that we get the questions responded to.

After my experience at the estimates of the Office for Senior Citizens' Affairs, I think it would probably be more effective if we do it that way, notwithstanding the opportunity to get some answers in public. That is going to be my strategy, since I did not get all the other stuff, not through any other fault, but the process does not lend itself to having all of the questions answered.

What I have done is prepare a statement based on our experience so far with this year's, shall I say budget, just to see how we have been doing and the progress that the government has made or has not made in this particular ministry. It is about five or ten minutes and I would like to make a statement and perhaps raise some questions as I do, and of course some compliments as well as criticisms. Some of them will be very familiar to you.

I think anyone who reads the estimates briefing package for 1988-89 is very much aware of the crucial programs which this ministry is responsible for in these times, given the nature of our economy at the moment and the challenges that all of us are aware of, especially when we know that we rely on young people to be trained properly for a competitive workforce, as well as the tremendous exodus we are going to have of elderly workers in the next decade. You were the one who provided us with the statistics and therefore I cannot underline the importance of this ministry, at least the programs of this ministry and how they are being delivered.

They are advocating and supporting the awareness of the economic and social benefits of enhancing quality in Ontario's labour market by developing provincial strategies for skills training, employability and other human resource issues—that in itself being extremely important—and providing financial and service support to business and labour organizations for the provision of training to Ontario workers.

1740

We will be raising some questions as to where that fits into the priority and whether some of

these responsibilities should be higher or lower on the priority list as far as resources are concerned: co-ordinating the government's efforts on literacy; administering a system of apprenticeship for training in highly skilled trades; administering job experience training and employment support programs for young people and students; improving access to training and employment for groups encountering particular employment barriers, which Mr. Johnston spoke of in great detail; and developing and co-ordinating a framework for federal involvement in employment readiness and skills training in Ontario to increase this province's competitiveness, which is what we are all about.

Having a look at that tremendous mandate in this impressive list, and one that I think we would all agree is central to increasing the competitiveness, efficiency and productivity of Ontario's industries and workforce, we are somewhat amazed to look at the track record for the budget of this ministry which has consistently underspent and been cut over the last four years.

I am not going to be standing up in the House and being accused of saying that we ought to spend more money, but I think when one sets a budget one is looking at priorities somewhat in advance for what is important to this province. There are a couple of reasons for budgets not being met. First of all, you made a mistake in setting the priorities, and the programs that you decided are very important either have become less important over the period of a year or we have problems in delivering the programs: one or the other.

I think that is the important job of this particular committee. We have an opportunity to look at the budget for the ministry and for the program delivery. I would just like to say that we will be looking for some important discussions around plan changes in program delivery. We cannot begin to underline the importance of your own labour market studies that outlined employers' demands and shortages in many occupations which are important to the future economy of this province, as well as the wellbeing of our citizens who, in spite of many disabilities, all really want to be contributors.

Programs offered by this ministry either cannot meet the demand for them, such as apprenticeship programs, or cannot seem to attract the people they are designed for, such as Transitions. Both of them are a dichotomy that we want to talk about. The result is that younger people are not being trained in the skills that are in demand now and in the future, and older

workers are often pushed out of the workforce because they cannot adapt to changing technology.

The minister himself commented during the summer on the importance of these programs for Ontario at a Teamwork and Technology exhibition sponsored by General Motors. In this work that we have in the official opposition—in the opposition, I must be careful there—one has to rely a lot on reading the things that you say, because we cannot be everywhere. We have taken it upon ourselves to really try to understand the importance of your ministry as related to the public through the speeches you have made. They have been numerous in the last few months, and we commend you for that.

You said at that time, "As our still high unemployment rates show, the problem is not a labour shortage but a mismatch of the skills of Ontarians with the needs of industry. Both training and retraining must be a priority in order to ease this mismatch and end the skills shortage." I should remind you that this is just as much a responsibility of government as it is of the private sector. To date, for some reason, we have not seen the guidance or initiative which should come from your level.

In this same speech you also mentioned the importance of retraining Ontario's older workers: "With the ageing population our younger workers are going to have to pick up the slack." You added to that quote: "Therefore it is essential that we take some of the pressure off the younger workforce by ensuring maximum productivity on the part of older workers. That means ensuring that a 45- or 50-year-old worker is not simply jettisoned out of his or her company and that he goes out of business or installs new processes. We have to make sure that these workers are retrained, not only for their own benefit in continuing to make a contribution but for the benefit to society that comes from their experience and continued involvement in our economy."

I think that is important. One of the other critic areas that I have is the Ministry of Community and Social Services. I think many of the people that are needing our tremendous help and support within that particular ministry are people who cannot be employed. We are therefore spending a lot of money on support for those people, whereas what they really want to do is contribute to our economy.

We have had some difficulty in meeting the challenges that you laid out before the public last summer. Transitions, a program that was initiat-

ed over one year ago by the government to assist newly unemployed workers aged 45 and over in securing new employment through skills enhancement, had its budget cut from \$14 million to \$8 million. In the 1987 fiscal year the Ministry of Skills Development only spent \$285,000 on Transitions. This year, to date, you have only spent \$715,000 of your \$8 million budget.

Mr. Johnston mentioned that if our figures are incorrect we would be happy to have them corrected. We got them from phoning over to your ministry. If that is a problem, then all you can do is correct it. I am not one to make up numbers.

When I asked the minister about this in the House last week, given that there were 38,000 unemployed persons in Ontario in October 1988 who were 45 to 64 years of age, he responded by telling me that the economy was obviously buoyant and that since only 1,787 workers applied to the Transitions program, people did not need this program. The fact that only five per cent of the people for whom the program was designed used it does not necessarily mean that the others did not need it. If 95 per cent of our students fail a course, it does not mean that the students are at fault. It is time to start looking at what is wrong with the teacher.

I know from the number of letters and phone calls I receive in my office that a lot more than five per cent of unemployed workers between the ages of 45 and 65 need some help with retraining and getting jobs. We do not think we can wait for this. We have to take a look at how we can make the program more effective so that older people can take advantage of it. I have some ideas about that, but that is something we do not need to discuss in this particular arena. It is something we can discuss elsewhere. But I would like to hear the minister's ideas.

Perhaps some of the money which has been cut from such programs could be redirected to areas in the ministry where a growing demand has been proven, such as the apprenticeship program. Do not get me wrong—I am not saying that because it does not work, you should cut it. I am saying let's take a look at it. There is obviously a need. There is also a tremendous need in the apprenticeship program. Quite frankly, we are all somewhat tired of being told that it is all the federal government's fault for cutting back its funds to the province. I certainly could not get away with that excuse in my workplace, and certainly not within my own home.

Your predecessor, the present Minister of Labour (Mr. Sorbara) and the Premier both

signed an agreement with the federal government outlining transfer payments. You are very much aware of the kinds of dollars you would be given in that particular agreement. I would think that because we have a bigger demand in that particular area, that is something that the priorities of this government should be assessing and working towards meeting.

Money from the federal government for real training has increased, not decreased, as some would hope that we in opposition would believe. We have those numbers from calling the federal government. If there are some discrepancies, then we will sort them out in this committee. I am most happy to do so. I have nothing to hide. If I am wrong, just tell me about it. I will be glad to get the actual figures in more detail later, although we had them before we asked the question and we will have them confirmed by yourself.

I would also like to address the question of the ratio of journeymen to apprentices, since we are on the subject. The Liberal government has been promising to review the ratios for two years now, but to date we have seen nothing. We continue to see the existing ratios in force, while the shortage of skilled labour has made it impossible for many companies to maintain the required ratio of journeymen to apprentices. I single that particular program out because that is the one I get the most letters on. We have others that we will raise as we we get through the line-by-line. We have them ready.

Futures is another program which is being cut back while those in the area are telling us that the demand for the program has not decreased at all. As you are well aware, there are many problems with the funding system for this program. I would like to see the issue discussed in this committee. Present funding in this program does not cater to the more severely disadvantaged youth. It does not consider in all cases regional differences and is dependent on the number of youths who participate, as opposed to the numbers who need such a program and could benefit from it. It is time that we started to examine unemployability, not unemployment, with respect to our youth.

1750

I would like to comment on literacy and the government's programs that this ministry promised to lead the initiative in combatting Ontario's illiteracy challenges. As the minister is well aware, 24 per cent of this country's population is functionally illiterate, as he stated today. The estimated direct cost of illiteracy to Canadian

business is \$4.15 billion annually. The estimate of the total drain on Canadian society caused by illiteracy is \$10.7 billion. With numbers like that, I find it hard to understand why the government has failed to increase provincial funding to the Ontario Basic Skills and Ontario Community Literacy Grants program.

The demand for these services has increased and new community-based initiatives have been proposed, but this government has failed to come up with the required funds for the community-based programs. At the same time as I talk about increased funding, my Liberal colleagues on this committee will clearly understand that I will tell you where you can find the money within your own ministry. I hope that I am not going to find out, as we did in the Office for Senior Citizens' Affairs estimates, that the money was given back to the Treasurer, for what I know not.

You either have a program and needs and you deliver the program, or if the money is taken away from a certain minister or ministry then I want to know where it is going because I am sure that a lot of thinking went into the setting of priorities at your ministry. We will find out what the bottom line is on this one before these hearings are over.

Mr. R. F. Johnston: They are going to disappoint you again.

Mrs. Cunningham: Then I can stand up and say it, can I not?

Mr. R. F. Johnston: Exactly.

Mrs. Cunningham: That is right. This is called a track record. More importantly, I think it is talking about the real needs of young people and people in our society; that is, that they want to work. This particular ministry's responsibility is to ensure that they do work.

The Ontario Literacy Coalition estimates that—and this number may be wrong, I say it in advance—\$3.6 million that the Ministry of Skills Development has allocated for literacy programs is reaching 40,000 adult learners in the province. Do you know that number, Minister, because I am not sure? I bet somebody out there does. I am guessing.

Hon. Mr. Curling: A little bit high.

Mrs. Cunningham: It is a number that I should know. I had to write this very quickly in the last few minutes. I could not find it in here, by the way. That figure represents only a fraction of the over one million people who are believed to need help with basic reading and writing skills. Will this ministry see that the government lives up to its promise, and that is, "Every man,

woman and child has equal access to obtaining literacy skills"? That was your promise, Minister, as well as the provincial Premier's.

Working with our young people, and making it possible for them to get the training so that they can become employed where they feel they are making a contribution, is extremely important. The debate about whether we educate students—and I am now talking about students in our school systems—to reach their greatest potential or to enter the workforce is rapidly becoming irrelevant; we all know that we have to do both. That was an argument of the 1950s, the 1960s and the 1970s. It is not an argument of the 1980s. That is why I think it is so very important that the Ministry of Skills Development work very closely with the Ministry of Education.

When you talk about young people between the ages of 15 and 24 not being employed, and yet not wanting to go to our traditional school system, we are in tremendous difficulty if we are losing that group of young people at an age when they want to learn more than at any other time in their lives. We are missing the boat, and those are the kinds of discussions that should be taking place. What have we done to lose them and why are they not employed?

I have to tell you, Mr. Minister, when you talked about the Wellington and Temiskaming boards of education program, that we have been in contact with those boards and I am aware of what the very beginnings are for a very special pilot—and I underline "very beginning." One, I believe, is starting up in January; the other they are hoping for next September, if I am correct. I think we need a serious commitment to work with education, as well as business and industry, and I hope that there will be a lot of time during these estimates for us to give you some examples of how we think that can work.

Given the problems with the programs that I have outlined above—and I know there are many which I have yet to touch upon—I want to know what this ministry has to propose to the committee in the way of solid criteria for determining program effectiveness.

When we talk about apprenticeships, the questions I asked in the House last week I will be asking again. Your staff can look it up. I am serious. I want to know how many enter the program, what programs they are in, whether they finish the program and whether they get employment. If we do not have the answers to that question, I do not know what we are doing in the business at all. We will have to ask someone else to do it.

With each program, we will be looking at the goals, the criteria, the numbers of persons to be assisted and whether the program is considered a success or one that needs some work.

Thank you, Mr. Chairman, for the opportunity to make my opening remarks during this very important estimates session and I look forward to the remaining hours we have allocated to us.

Mr. Chairman: We have now completed the minister's statement and the statements from the two opposition parties, which will allow the minister to do some research and bring forward some responses tomorrow when we meet at—

Hon. Mr. Curling: To extend to two hours, I could make a comment right now.

Mr. R. F. Johnston: Perhaps hire a consultant.

Interjections.

Mr. Chairman: Mr. Minister, did you indicate that you could answer all the questions in the remaining time today?

Hon. Mr. Curling: I could answer all the questions in the remaining time.

Interjection.

Hon. Mr. Curling: Mr. Johnston had tabled his questions.

Mr. R. F. Johnston: I tabled them, but I was not expecting a response to all of them tomorrow. The new year would be fine. I know Alvin has nothing else planned over Christmas.

Mr. Chairman: If I could ask, Dianne, did you have a list of printed questions as well?

Mrs. Cunningham: I will have.

Mr. Chairman: You do not have them with you.

Mrs. Cunningham: We were waiting for the statement today to add to our list.

Hon. Mr. Curling: Before you wrap up, Mr. Chairman, I just want to comment, and not in detail, that I hope my dear colleague from the opposition will be a little more positive. He is so negative. I hope by the time we are completed, he will be very positive about the program and it will change him so he will have a better Christmas.

Mr. R. F. Johnston: It is possible that it is the lack of hair that has done it to me.

Mrs. Cunningham: Having seen this, I am not sure there will be any questions left. Maybe I should just back off—

Mr. R. F. Johnston: Actually, that was the short list, so there are bound to be others, Dianne.

Mrs. Cunningham: I would expect that the members of the government have questions as well.

Mr. Chairman: I am sure they do.

Mr. Daigeler: We do not get a chance to ask them.

Mrs. Cunningham: There is plenty of time.

Mr. McGuinty: Is it correct to assume that the members of the opposition have some reservations about the operation of the ministry?

Interjection.

Mr. McGuinty: And with regard to the most important question—

Mr. R. F. Johnston: Exactly. Where is that line?

Mr. McGuinty: Actually, at line 13. This was printed some time before the good news was announced.

Mr. R. F. Johnston: What parliamentary assistant is working for free?

Mr. Chairman: The committee is adjourned. We will reconvene tomorrow at 3:30 p.m.

The committee adjourned at 5:58 p.m.

CONTENTS**Monday, December 12, 1988**

Estimates, Ministry of Skills Development	S-447
Opening statements	
Hon. Mr. Curling	S-447
Mr. R. F. Johnston	S-455
Mrs. Cunningham	S-464
Adjournment	S-469

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Neumann, David E. (Brantford L)**Vice-Chairman:** O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitutions:

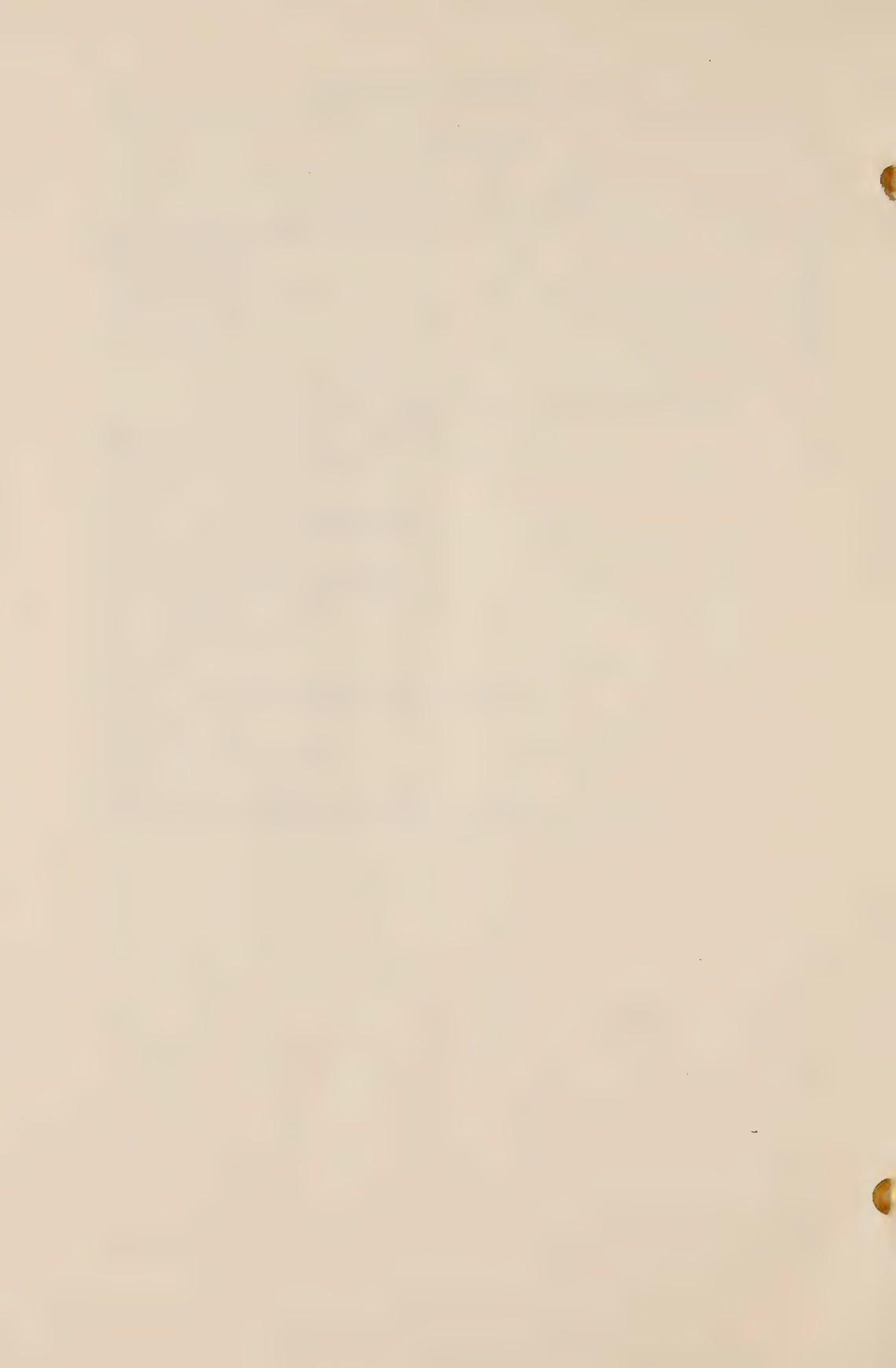
Fawcett, Joan M. (Northumberland L) for Mrs. O'Neill

McGuinty, Dalton J. (Ottawa South L) for Ms. Poole

Clerk: Decker, Todd**Clerk pro tem:** Arnott, Douglas**Witness:****From the Ministry of Skills Development:**

Curling, Hon. Alvin, Minister of Skills Development (Scarborough North L)







CAZON
XC 12
-577

No. S-19

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Skills Development

First Session, 34th Parliament
Tuesday, December 13, 1988



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, December 13, 1988

The committee met at 4:39 in room 228.

**ESTIMATES,
MINISTRY OF SKILLS DEVELOPMENT
(continued)**

Mr. Chairman: We are continuing with the review of the Ministry of Skills Development estimates, the Honourable Alvin Curling, minister.

Yesterday we heard the opening statement of the minister and the responses of the two opposition critics. Today we will begin with the minister's responses to the questions raised by the member for Scarborough West (Mr. R. F. Johnston). The member for London North (Mrs. Cunningham) has requested that we wait until Thursday for the minister's responses to her questions. She will be with us on Thursday.

Mr. McGuinty: Mr. Chairman, are there some ground rules regarding the commencement time of these meetings? I appreciate that some of our colleagues have other commitments and I think, as a courtesy to the minister and to others, if there are such conflicts we should make arrangements for replacements or perhaps even reschedule the meeting.

I know that estimates are a game, but I do not think it should be a waiting game. Over the years, as a teacher, if I had a class of 60 students and I were two minutes late, I had wasted two hours, collectively. We have wasted approximately 34 hours here—33 people times an hour and 12 minutes—and I think this is not only a discourtesy but an imposition.

There must be something in the ground rules. We would have been better off to have adjourned, according to your judgement, half an hour ago. I have never seen meetings, in my experience, handled in this way. I think the rule should be that if there is no quorum within 20 minutes, we simply adjourn to the next meeting. I do not know what the practice is here.

Mr. Chairman: The ground rules, as I understand them, are that the meeting begins as soon as possible following routine proceedings, generally at 3:30, when the chair sees a quorum. A quorum is six members of the committee. However, the practice of the House is that there should be at least one member from each of the

opposition parties. I had received word from the member for Burlington South (Mr. Jackson), who was representing the member for London North, that we could start without the presence of the Conservatives.

We were going to start with the minister's response to the member for Scarborough West. There was no point in starting with that without the presence of the member, and we were informed that there was a conflicting press conference being held. I think we have to be cognizant also of the fact that the opposition parties have fewer members and that there are conflicting committees taking place. For example, Mrs. Cunningham is presently at the standing committee on administration of justice. It sometimes leaves us without a full quorum, with the absence of opposition members.

Mr. R. F. Johnston: I apologize to the committee for the problem. It looks as if it is compounded by a number of factors. The first of these was a teasing exchange that the minister and I had around being late, which I misinterpreted and I take responsibility for that.

I thought we would be finished the press conference of the select committee on education by 3:30 and said you should go ahead. But I also said, "Don't start without me," and I think the combination, the fact that we were much later than that, was interpreted as meaning that I could not be here. The other problem, of course, is that without the other critic here it was impossible to start to deal with her concerns, and that is unfortunate.

It is an option of a committee chairman to say that he sees no quorum and basically to suggest that the committee should not sit, if that is the decision. It is a hard decision to come to. I have been in opposition, in the chair myself, and I respect the decision not to do so, although I would have understood, since we were so late, if you had done that this time.

Again, I just would like to apologize. We had a very important report from another committee which we spent a lot of time serving on and that I, as the Education critic, wanted to be there for as well. I know, with Mrs. Cunningham having other responsibilities, that we sometimes do get pulled around a bit. But I also think part of the problem was not knowing that in advance.

Perhaps I should not have spoken to the minister; I should have spoken to the chairman. It would have made much more sense. If he had known that was the problem, we might perhaps have skipped the responses and gone on at this stage to concerns from other backbenchers and not wasted the time. I am sorry that has taken place and next time I will be sure to be more clear in what I say, and also to say it to the clerk or to the chair.

Mr. Beer: We could adopt some of the recommendations from the report of the select committee on education and move to a semestersred system and then, you see, we could have done both things and there would have been no problem.

Mr. Chairman: I was also cognizant of the desire of the minister to get as many hours in as was possible this week to try to finish up the estimates. Anyway, at this point, we are here, we have a quorum and we have at least an hour before we have to go in for a vote, so we can carry on.

Hon. Mr. Curling: Mr. Chairman, I want also to put on record that I am really not very happy about the process. I presume ministers do not make those kinds of comments, but I find, as all members stated, that estimates are one of the most important times for a minister or a member in the House in justifying expenses. Again, I did not know about this until Mr. Johnston sent a note to me. He is the first person who had indicated that there might be a delay in this.

I can recall a temper tantrum that was thrown last year when Mr. Johnston came in five minutes after we had started. New members were ripped apart about starting too early and they themselves were innocent of the process, and really were taken to task on that matter. Again, we see that we are quite co-operative. We have no apologies for having a large majority. That was spoken to by the people. As a minister, I have many roles to play. I think also the committees can work together.

Mr. R. F. Johnston: Minister, I do not want to be lectured about this, either, quite frankly.

Hon. Mr. Curling: You made your point, and I wanted—

Mr. R. F. Johnston: There is great joy for an opposition member in having a minister wait. Maybe I will make this a practice instead, if that is the way you want to play.

Hon. Mr. Curling: Now that we are all here, I just wanted to make some comment on the questions Mr. Johnston placed before us yester-

day. We have put responses together in the short time, so I could make some comment on your questions of yesterday. As you have seen, Mr. Chairman, some of the questions raised by Mr. Johnston were explained in my opening statement. If I did not comment on them, I assume you would see that I have touched on them. If not, we can elaborate as we go along. But I am really happy to provide those answers that I can to questions raised by Mrs. Cunningham, too. I gather some of them would also answer hers, because some of the questions raised by Mr. Johnston were also raised by Mrs. Cunningham.

You spoke about the role of the ministry. I think we went into that last year. I came across in the estimates book, on page 7, the place where it says the ministry should "advocate and support awareness and appreciation of the economic and social benefits of enhancing quality in Ontario's labour markets," which we do, "by developing provincial strategies for skills training, employability and other human resource issues; providing financial and service support to business and labour organizations for the provision of training to Ontario workers," co-ordinating the government's effort on literacy, "administering a system of apprenticeship for training in highly skilled trades; administering job experience, training and employment support programs for young people and students; improving access to training and employment for groups encountering particular employment barriers; and by developing and co-ordinating the framework for federal involvement in employment readiness and skills training in Ontario, in order to contribute to Ontario's economic growth and competitiveness."

I think that really explains the mandate and the role of the ministry. Mr. Johnston also raised the need for legislation. Yes, there is a need for legislation. I know there are priorities laid out when the respective House leaders get together as to what is the priority legislation to be dealt with. That does not in any way, although we have no legislation for this ministry, impede us from carrying out our mandate. As a matter of fact, we have done a tremendous job since the creation of this ministry in 1985. Yet, of course, we have pursued legislation for this ministry.

Mr. Johnston has openly and publicly expressed concern about the Ministry of Skills Development administrative costs. I would be concerned, too, if those figures he had put forward were correct, but Mr. Johnston's statement is really not factual and certainly is not helpful to the workers, employers and associa-

tions that depend on the ministry for help and guidance in skills training.

1650

I would like to put the record straight today. The fact is that we spend less than four cents of every dollar for actual ministry administration. In fact, our allocation has even dropped from last year. For those four administrative cents of every ministry dollar the public gets in return \$363 million worth of programs; and we have more than 280,000 clients across the province making use of those programs, everything from community and workplace literacy training to Futures training for employment of disadvantaged youth.

It is public knowledge that in establishing and creating a new ministry the administrative costs have increased, to \$14.9 million for 1988-89 from \$4 million in 1985-86, as we grow and implement programs. We were just getting started, as you know, three years ago and we did not have those programs in place in 1985-86 that we have today.

Mr. Johnston also mentioned a figure of 10 per cent of every dollar for administration. That figure does not deal accurately with actual ministry administration costs. He brought together two separate components and added them together to come up with the figure. This is how I saw that. The ministry's administrative costs are, as stated on pages 9 to 17 of the estimates handbook, \$14.9 million. What I assume he has done is add on to the figure of program delivery costs the costs for actual provision of skills training and our youth programs.

Mr. R. F. Johnston: Administration costs.

Hon. Mr. Curling: He has included the cost of running our apprenticeship field offices, the cost of having an apprenticeship consultant assist an employer in developing a training plan for an apprentice. These cannot be considered ministry administration costs. They must be dealt with separately to get a true picture of the situation.

Mr. R. F. Johnston: But in other ministries that is not the case at all. In the Ministry of Health, if you do the same thing with Health, it comes out to 4.6 per cent compared with your 10 per cent.

Hon. Mr. Curling: What we have here is that the ministry's administrative costs and all those other programs' administrative costs added together is like, as you have said, adding apples and oranges together and ending up with—

Mr. R. F. Johnston: I am not talking about main office; I am not talking about the administration of your program.

Hon. Mr. Curling: Let me put the facts, Mr. Chairman.

Mr. Chairman: Could we allow the minister to go on?

Mr. R. F. Johnston: With a certain amount of back and forth.

Hon. Mr. Curling: Certainly, it does not bother me at all. When the ministry was first established in 1985-86, the administrative costs were \$4 million. It was a new ministry made up of numerous program units from six other ministries and agencies. The administrative costs were then borne by six different ministries and agencies. We established a single administration to realign these programs, set up new and necessary services such as internal audit and information systems and to start operating the programs offered to the public.

When the ministry was first set up, these programs were either in their infancy or not yet established. Staff and other resources were needed to get them into full swing, full gear. At the same time, the ministry had to contend with reduced spending by the federal government for programs administered by the Ministry of Skills Development.

On page 13 of the estimates handbook you can see that other functions, including those of the policy division, are shown under ministry administration. These cover important research and policy as well as federal-provincial work. Out of this policy operation has come a comprehensive training strategy, policies for literacy in the community and workplace, a technicians' and technologists' updating program and the Environmental Youth Corps, and we have started on our five-year initiatives to increase apprenticeship participation in the province.

Our four cents of every dollar spent on administration compares favourably with other ministries of a similar size. For example, in the Ministry of Correctional Services, services administrative costs account for five and a half cents of every dollar. In the Ministry of the Solicitor General, 4.8 cents is spent for administration. Keep in mind that these are ministry administration costs.

Mr. R. F. Johnston: For all the programs in the Ministry of Education it is three per cent. For all the programs in the Ministry of Health it is 4.6 per cent.

Hon. Mr. Curling: We have not added on program delivery costs.

Mr. R. F. Johnston: I know you have not. I am adding those in, saying that is 10 per cent. They are your administration. If you look at Education or Health and do the same thing, their administrative costs are way below yours.

Hon. Mr. Curling: That is the point I am making here. You are speaking of administrative costs on the other hand, totalling it up. I am just trying to explain where you got your figures. I disagree.

Mr. R. F. Johnston: Are you saying it is not the case?

Hon. Mr. Curling: Also, too, they have much bigger transfer payments.

Mr. R. F. Johnston: No. They do not. While you have an 86.24 per cent transfer, it is true they have 95.3 and 96 per cent but that still does not explain the discrepancy. I would like to hear that argument made by one of your prominent economists.

Hon. Mr. Curling: I would emphasize again that the—

Mr. R. F. Johnston: Now you are admitting that the terms I am arguing on are valid and that the transfer payments are your rationale for it rather than the fact that somehow we should separate out main office from your other administrative costs.

Mr. Chairman: Mr. Johnston, I am trying to strike the right balance between spontaneity and a properly run meeting. I am also conscious of the fact that Hansard does have difficulty picking up conversations when voices are—

Mr. R. F. Johnston: They can just leave my mike on. It is very handy.

Hon. Mr. Curling: Maybe he could wait until I finish my response.

The facts and figures are carefully outlined in the estimates background material and I would emphasize again that the actual administrative cost is four cents of every dollar. I am sure, with a careful and thoughtful reading of the facts and figures, you will see that the ministry is using its administrative budget in the best interest of the Ontario public.

Of course, he is the critic and I do not expect him to be complimentary all the way, even if he sees it that way.

I want to comment quickly on the apprenticeship—

Mr. R. F. Johnston: Why do you not comment on the first thing—that is your book, the inadequacy of this thing? That is the first thing I raise. Why do you not do something like the

Ministry of Community and Social Services, which actually goes through the programs line by line, has graphs, has every statistic that our opposition members could want? Why do you not comment on that?

Hon. Mr. Curling: I waited an hour and a half or so for this disruption, Mr. Chairman?

Mr. R. F. Johnston: Do not expect it to end.

Hon. Mr. Curling: That is okay. We have 10 hours to do that, Mr. Johnston.

Mr. R. F. Johnston: That is right.

Hon. Mr. Curling: Mr. Johnston referred to a cabinet submission concerning the expansion of apprenticeship training in the province. The document that Mr. Johnston displayed yesterday was a draft submission that never went to cabinet.

On August 31, 1987, the Premier (Mr. Peterson) outlined a number of new initiatives which would strengthen and expand Ontario's apprenticeship training program. These initiatives are part of a five-year comprehensive plan which was developed and is being implemented in conjunction with key stakeholders such as employers, apprentices, unions, colleges, women's groups and provincial advisory committees.

The Ontario government is delivering on each of the five new initiatives announced by the Premier last year. I want to put on the record that the committee should not discuss that cabinet document, which was never signed by me, nor should it get the impression that it is a document that should be discussed here.

Mr. R. F. Johnston: Do you disagree with the contents?

Hon. Mr. Curling: The five new initiatives—

Mr. R. F. Johnston: The process here is not for him to get a straight rebuttal, if you think that is the way it works; you know it does not work that way, even if you have limited experience here. I will continue to heckle.

Mr. Daigeler: Either we do have rules or we do not. I think we have been very forthcoming towards Mr. Johnston, particularly today. I think it behooves him to let the minister speak.

Mr. R. F. Johnston: Excuse me. Our tradition here is to allow free play in terms of this part of the process, as the clerk well knows. If you want to play hard and heavy with her, go ahead and try, but it is not going to shut me up so you are just going to waste more time by doing it this way. That is the fact of the matter.

Mr. Chairman: I recognize that estimates have to have a degree of spontaneity to them. My comments to Mr. Johnston were to indicate that I recognize that from time to time you move to—

Mr. R. F. Johnston: You will call me to order when you see fit.

Mr. Chairman: —press the minister on explaining further the information he has provided to you. My comment was that we try not to have two voices going on the microphone at the same time because it does create a problem for Hansard. If you would like to cross-question the minister, please get recognition from the chair, and I will certainly recognize you. Minister, will you carry on.

Hon. Mr. Curling: Yes. I am not intimidated at all. I am sure he could make notes and not interrupt our proceedings to talk about our five initiatives in regard to what he has seen documented or the documents that we have put forward and what the Premier has outlined—the five initiatives I am speaking about.

The new apprenticeship programs have been introduced in auto body repair, pattern making and reinforcing steel work. Others will follow. Opportunities have been identified for 164 new apprentices in various ministries in the Ontario government.

Mr. R. F. Johnston: How much?

Hon. Mr. Curling: One hundred and sixty-four. There has been \$3.8 million allocated to an apprenticeship tool fund and all 4,177 new apprentices registered between January 1, 1988, and November 14, 1988, have received cheques to help purchase their tools. All those were your questions earlier on.

Mr. R. F. Johnston: How much have you spent now?

Hon. Mr. Curling: We have expended \$3.8 million—I am sorry—

Mr. R. F. Johnston: That is your allocation. What did you spend?

Hon. Mr. Curling: So far, how much has been spent? We have spent \$1.56 million.

New and innovative training formats have been introduced for motor vehicle mechanic apprentices with General Motors of Canada dealers as well as for industrial woodworker and precision metal fabricator apprentices.

More women—one of the questions you asked—are participating in apprenticeship through reduced barriers and increased support from such programs as the northern Ontario reallocation program, which incorporates plan-

ning targets for female apprentices. Currently, there are 1,986 active female apprentices.

The ministry is pleased at this time to report that women are increasingly receiving apprentice opportunities in nontraditional areas. For example, the number of women apprentices in construction has increased by 54 per cent from March 1987 to October 1988.

Mr. R. F. Johnston: Numbers?

Hon. Mr. Curling: Numbers for the total amount of active females?

Mr. R. F. Johnston: On the construction section.

Hon. Mr. Curling: In construction, in March 1987 we had 74 and in October 1988 we had 114.

Mr. R. F. Johnston: Out of how many?

Hon. Mr. Curling: As of today, we have 1,986.

Mr. R. F. Johnston: No, no, no. How many men? What is the total number of apprentices in the construction sections?

Hon. Mr. Curling: Are you talking about female or male?

Mr. R. F. Johnston: There are 114 women out of how many in total? That is what is important here.

Hon. Mr. Curling: Between 1987 and 1988, in the construction industry there are 16,688. To date, which is as of October 31, there are 17,523.

Mr. R. F. Johnston: So there are 114 out of 17,500.

Mr. Chairman: Yes.

Mr. R. F. Johnston: How many others are nontraditionals compared with other totals?

Hon. Mr. Curling: In motive power today—again I am saying “today” meaning October 1988—we have 58 women, an increase of about 16 per cent.

Mr. R. F. Johnston: Out of how many?

Hon. Mr. Curling: Out of 12,113. Do you want a list of all the women?

Mr. R. F. Johnston: Certainly, in the nontraditionals. That would be great.

Hon. Mr. Curling: In the industrial sector we have 136, which is comparative to 7,386.

Mr. R. F. Johnston: That is up from how many?

Hon. Mr. Curling: It moved from 110 to 136. In the service sector, we had a great movement here—1,495.

Mr. R. F. Johnston: That is not a nontraditional.

Hon. Mr. Curling: That may be the hair-dressing. There is no great increase there, to 3,420. If there is a small increase really, that is good news.

Mr. R. F. Johnston: Yes. How many men? Never mind. So there are now 1,986 women out of how many in total—out of 45,000?

Hon. Mr. Curling: Out of 45,190.

Mr. R. F. Johnston: Out of 45,190?

Hon. Mr. Curling: Yes, 45,190. Women within that group are 1,986.

Mr. R. F. Johnston: So what percentage do they now make up this year?

Hon. Mr. Curling: It increased five per cent.

Mr. R. F. Johnston: What is the percentage? They are at five per cent.

Hon. Mr. Curling: From March 1987 to March 1988, there is an increase of five per cent which falls into those sectors. Do you want to talk about the percentage of women?

Mr. R. F. Johnston: The proportion of women is 1,986 out of 45,000 now. Last year it was—

Hon. Mr. Curling: Last year it was 1,883.

Mr. R. F. Johnston: It was 1,883 out of 41,000?

Hon. Mr. Curling: Approximately 41,000.

Mr. R. F. Johnston: So the percentage increase change has not actually been very great at all.

Hon. Mr. Curling: As I said, women increased in those sectors five per cent.

Mr. R. F. Johnston: I will come back to that. How long will it take you to get to 5,000?

Hon. Mr. Curling: Attitudes do not change overnight, as you know. It is not just putting women into place, as a matter of fact. A lot of attitudes have to change—that word that you talked about, training culture and changing an attitude.

Mr. R. F. Johnston: Will the target of 5,000 female apprentices not be reached even by that time, as the quote from your noncabinet submission said, or will it be by 1995?

Hon. Mr. Curling: I would say 60,000 apprentices overall and 5,000 women in that during the next five years. I am not commenting on the document—

Mr. R. F. Johnston: Certainly not.

Hon. Mr. Curling: —without talking about overall spending.

Mr. R. F. Johnston: But that is where you are going to be, is it?

Hon. Mr. Curling: Yes. I hope so.

I want to explain a bit about the federal training work experience allocation in Ontario. In doing so, for a better understanding, I am going to ask Helmut to come forward. We sadly miss you in Ontario.

Mr. Chairman: Thank you for spending the time with us that you have.

Hon. Mr. Curling: Mr. Chairman, let me introduce Helmut Zisser who is the senior manager for the federal/provincial relations group. You have heard the question raised in the House quite a few times about the commitment by the federal government, the Canadian Jobs Strategy and the reduction in its commitment to training and also to apprenticeship funding and in-school training. I am going to ask Helmut to go through this for an explanation so that when we have a discussion we will be coming from a good, informed base.

1710

Mr. Chairman: Is this in response to one of Mr. Johnston's questions?

Hon. Mr. Curling: Yes. This is in response to one of them.

Mr. R. F. Johnston: It does apply to mine, but it also applies to a lot that Mrs. Cunningham was asking about, though.

Hon. Mr. Curling: My only problem with this is that we have lost so much time here. It really also concerns the question Mrs. Cunningham raised quite a few times. I am prepared to meet her again.

Mr. Chairman: If there are questions that you could address which Mr. Johnston raised and Mrs. Cunningham did not, it would be better, because she has to serve on another committee today. She will be with us on Thursday.

Hon. Mr. Curling: One of the problems we have here too is that I would like to put some of the figures out, so that the discussion would be better.

Mr. Chairman: Yes.

Mr. R. F. Johnston: We cannot get Hansard to her before the next meeting, but if we have summary papers that could be given to her, that might be good enough.

Hon. Mr. Curling: We have made some copies and can forward those.

Mr. R. F. Johnston: Let us do that, then. That would be easier.

Mr. Chairman: My point is that she will miss Helmut's comments.

Hon. Mr. Curling: I think the layout here would be very helpful to her too, even if she missed the comments.

Mr. Chairman: As chairman, I am very conscious of the fact that we are meeting with the permission of the Conservatives on the assumption that we will not be dealing with questions that she raised while she is away.

Hon. Mr. Curling: That is unfortunate.

Mr. Chairman: Technically, we do not have a quorum without their permission. I should prefer that you dealt with questions that were directly raised by Mr. Johnston, that do not overlap with their questions, if possible.

Hon. Mr. Curling: I can proceed otherwise.

Mr. Chairman: Or we can go to new questions and discussion.

Hon. Mr. Curling: One of the problems we have is that I would like to put this out.

Mr. Chairman: Come back to it for her, rather than using this as briefing time from staff. Would that be all right? I wonder if we could just go back for a second to the apprenticeships. As you know, my math is fairly slow. You will have some capacity to identify with that after the testing in the House today by Mrs. Cunningham.

It just struck me that the total increase in the apprenticeship has gone up by 10 per cent or so in the period we just looked at—from 41,000 to 45,000. Is that accurate? Yet, the percentage of women, as a percentage of that total, has actually dropped from what it was in the past. If you look at the figures you have given me, instead of having 1,883 out of 41,000, we now have 1,986 women out of 45,190—we have gone from women being 4.59 per cent down to women being 4.39 per cent of the apprenticeships. Luckily, my assistant does math better than I do.

Hon. Mr. Curling: Look under nontraditional areas, too; they have increased. In construction, for instance, the increase in women's participation is 54 per cent. I think that is a tremendous achievement in that area. The increase in the area of motive power is 16 per cent; industrial area 23 per cent. From the overall there may be a decrease; if they are not going into hairdressing and we move them over to construction and motive power, I think there is an achievement there.

Mr. R. F. Johnston: I am just trying to look at this. Do we not have only about 300 women now involved in that out of the total number in those

three nontraditional areas that you chose for me? Yes, the percentage seems to have leaped there, but the total numbers—even in relationship to the total number of women who are apprentices—is very low; and in total terms, women are now constituting a lower percentage of apprentices in the province than they did last year.

I am just wondering how quickly we are going to get to the massive participation of women that we are hoping for, when we are having a downward trend in the total representation.

Hon. Mr. Curling: I never believed that this would be very easy, that within a year we would see 1,000 women in apprenticeship programs. I think it will take some time. I think it is not only a question of moving them in there, but the attitude has to change. I think 54 per cent in the construction industry is a marked improvement and we are moving in the right direction.

Mr. R. F. Johnston: It is good that there are 114 women now participating in the construction apprenticeships out of 17,500.

Hon. Mr. Curling: Yes. Previously it was 74.

Mr. R. F. Johnston: It was 74. All right. So another small number of women is participating. Looking at the figures, I am wondering how you plan on changing this. If, in this first year of your push towards the 60,000 and 5,000, we are seeing a drop in the percentage of women in general and a marginal increase in the total numbers of women in the nontraditionals, what do you have in mind to make that change in the next little while?

Hon. Mr. Curling: We have a number of initiatives in which to encourage women into nontraditional fields. We have some of the local endeavours which we encourage and which are supported by the ministry. There is special interest by women in Ottawa and the Windsor areas, such as the Ottawa-Carleton industrial training committee, which has support from the ministry and the federal government.

As I said, again, we worked along with the Housing ministry the other day. We set up a conference and brought people to see the construction industry from a different point of view. I am just speaking of the construction industry, for one, because it is dominated by men. As a matter of fact, much older workers are in there anyhow, the ageing workforce, and one has to be replaced. It is not one of those areas where we see a lot of women.

We tell our children that they have to be lawyers or doctors; they do not really see being plumbers or labourers. That attitude has to

change. We are encouraging various areas, such as the community industrial training committee, to encourage women into these industries.

Mr. R. F. Johnston: If I look at this, it is an area of amazing renewal. Out of the 45,000 apprentices, 29,000-plus are in the motive power and construction area. Yet, even with that renewal which is clearly taking place in those sectors, in 1988, at this moment in time, we have only been able to see a total of 172 women out of 29,000-plus people.

Clearly, things are not too effective at the moment. I am wondering if you have any idea as to what is going to be effective in terms of getting a change there, because renewal is taking place, apprenticeship is happening there and yet the numbers of women are incredibly low as a percentage; infinitesimal.

Hon. Mr. Curling: Like you, I too would like to see more women involved in most of these programs. I think it would take some time. I do not think it is a sort of a quick-fix situation. I think the attitude has to change. We cannot even legislate attitude, as a matter of fact.

I think it is something that must be addressed by the programs and the areas that we are trying to encourage, to encourage women into the field. I think it will work out eventually. I share the same frustration as you, that it is a great human resource that could be utilized and is not being utilized because of set attitudes in place years ago.

Mr. R. F. Johnston: It strikes me as an area for affirmative action, perhaps, in fairly mandatory ways. But, anyway, not to get into detail at the moment.

Mr. McGuinty: If I may make a comment along the lines of the minister's comments, I think Mr. Johnston referred to the phrase "training culture" in a rather contemptuous vein yesterday. But I think that is a very apt phrase. What we are dealing with here is something that we cannot legislate and we cannot impose overnight. We are dealing with instilled attitudes, ingrained attitudes in society regarding the place of women in nontraditional jobs.

Our job is to work to develop an awareness of this, I think through school counsellors, for example—a very important area—parents, people at large and employers. I think this is the kind of thing that will take off in a kind of exponential way because once you have more women in nontraditional jobs, I think then the path will be cleared for them.

It is a very difficult thing. I think to evaluate success in this we have to consider two things: (a) the means we are employing and (b) the problem. The problem is a serious one because we are dealing with ingrained, instilled attitudes in the minds of people.

I am thinking, for example, of that very effective advertisement for a deodorant. The beautiful young lady is rushing to work on an aircraft. Everybody assumes she is a flight attendant, then she sits down behind the controls. We have a number of women airline pilots.

It is a very difficult thing to do. I think to lament the fact that it has not increased dramatically in the short time we have been at it is not quite realistic. I think it is taking off and will continue on the lines along which it has been moving.

Mr. R. F. Johnston: I am just looking for some evidence that it is actually taking off. That is what I am having difficulty with. When you talk about the impediments that are there, can you be specific about these in terms of attitudes? I was speaking pejoratively about the concept only because I think it is a great phrase which has little meaning when you look at how our society is really looking at training.

In terms of the impediments, are they with the attitudes of young women not wanting to go in? Have you studied that? Are they in the attitudes of employers not wishing to give apprenticeships? Are they in the attitudes of unions not wanting to increase the number of apprenticeships in these particular fields? Where are we running into it specifically? Where does it show itself up? I think we need to know what the specific impediments are so that you know how to attack them, because clearly I do not see any enormous change at the moment.

Hon. Mr. Curling: I think it is in all of those that you have said and further. It is in parents, too. It is sometimes in schools and the counselling that they get—all those areas. I think that is why we talk about a cultural change in how training is done or counselling is done.

Traditionally, we are in a society where, when a baby boy is born he gets blue and he gets certain toys. We are conditioned in that way, so therefore one expresses—I do not want to be a sociologist or a psychologist here, but one moves into that kind of portrayal thing. That attitude has to change.

Mr. R. F. Johnston: I want to be specific because in this case we know who the employers are. Let's deal with construction, specifically. We know who the employers are. We know who

the unions are. We know the education system fairly well in terms of what it is now producing in terms of technical courses. But what do we have as practical information about the impediments in that sector at the moment in terms of what we are up against?

Hon. Mr. Curling: I will let Ms. Carr answer this.

Ms. Carr: I think from attitudinal studies that have been done and consultations in focus groups that have been held, there are a variety of barriers and attitudinal problems as the minister has identified. Some are among the attitudes of young girls and women themselves who are not interested in pursuing a career in some of these skilled trades. It runs counter, as the minister has said, to their culture and they receive encouragement and often inducement to go into other kinds of training and occupations.

There are many studies that have been done by the Ontario women's directorate, by the Ontario Institute for Studies in Education, the Ministry of Education and so on, that show what influences the choices and decisions of young girls and young women.

In terms of apprenticeship in particular, the choice is made by an employer as to which person he or she will hire and how that person will fit into the workplace, because often apprenticeship is learning in a team situation. So there is, as the minister said, a culture and a tradition that has been associated for many years and many decades with that arrangement. That is what we are attempting to change in terms of employer attitudes, but it is a much broader issue. That is why the changes are occurring slowly and perhaps not as quickly as many of us would like.

Mr. R. F. Johnston: Without a very specific idea of where specific employers are on this at the moment, and how they are dealing with that, it is just difficult to see how we can change this phenomenon a great deal while we deal with the generality of those kinds of stereotypical attitudes that are out there.

I want to ask you one other thing which I have never seen information on. Is there a difference in the completion rates for women who enter apprenticeship in nontraditional areas versus the men? Is there pressure on them while they are doing the apprenticeship that actually knocks them out of the apprenticeship or do they tend to complete in the same kind of ratio as the men who enter apprenticeship programs? Do we have any information on that?

Hon. Mr. Curling: It is about the same.

Mr. R. F. Johnston: So once they are in, these attitudinal problems do not seem to be as severe an impediment.

Mr. Beer: Can I ask a question that relates to that? In terms of the council and the role of the council in dealing with this problem—and you have a mixture of people on the council from labour, management and so on; different people are represented—is this something you see that they might be dealing with or encouraging studies on in different areas? For example, I remember once talking with some recently graduated women engineers about how they got to the point of deciding to become engineers and then sort of staying with it.

One of the things they mentioned was that a number of them had been at the University of Waterloo where there was the co-op program, which meant that they were guaranteed job opportunities as they went through their education. They felt that if that had not happened, they might have had a great deal of difficulty in getting appropriate summer jobs or other kinds of work experiences, but that was, in effect, guaranteed through that program.

I am wondering if there are some parallels in the way women have been able to move in larger numbers—I do not know what the numbers are in engineering, and they may still be relatively the same as the example we are using—I wonder if you see the council having a—

Hon. Mr. Curling: We encourage all the advisory groups that we have to be sensitive and representative. Women are on them; not only that but visible minorities too: natives, those groups that seem to be—I will not say excluded but that are not participating as they should be. Even with union representatives: when we asked the unions to serve on it, we asked them to search out, to find, if they could, some women to represent. We encouraged that because we know that people will emulate examples and recognize their own role within that, that they too can do it. The provincial advisory committee is very sensitive to that.

You mentioned about women starting and whether they finish. I was at Kidd Creek Mines and saw a lot of women they encouraged to come in, and they were telling me they had no problem in getting women in. But what would happen is they did not last because of the environment itself; they felt uncomfortable in some respects. The attrition rate is sort of reducing a bit, but they used to fall out. The concern is that when some companies make that effort to open that door, the

environment should be conducive, sensitive to women in that role.

Mr. R. F. Johnston: Following from that, it strikes me that it would be important to know if the government and your ministry (1) have looked at mandatory affirmative action programs in this area and how they could be implemented, and (2) what supplementary aids can be put in if that were the case. I was wondering if that were the case when I asked the question in the first place, whether the Kidd Creek example was something that is duplicated, whether there are ways of making reasonable accommodation in this area for women in those nontraditional areas like we would do in other kinds of legislation.

Hon. Mr. Curling: I will let the deputy explain one of the examples there.

Ms. Carr: One of the models that we have been testing is a pre-apprenticeship sort of exposure for young women in high school, so that they work, perhaps in a summer job situation. We have been sponsoring a project at Confederation College of Applied Arts and Technology in the northwestern part of the province where they would work with employers in nontraditional occupations, hopefully leading, upon completion of high school, to an apprenticeship situation.

1730

There are also the two examples that were mentioned by the minister yesterday, in Wellington county and Timiskaming, that were just getting under way and which will also get to young people, both men and women, in the high school at the beginning of grade 11. That seems to be the critical point. It will be a combination using a co-op model of work and study as Mr. Beer mentioned. That seems to be the model that works best. It seems to give the employer an opportunity to test and see that these young women can in fact perform well in those settings and to give the young women the confidence and exposure to perhaps more technical skills and context than they have had in the past.

Mr. R. F. Johnston: The other two have not started, I gather from what you have said. How many people are participating in the Confederation College program and how long has that been going?

Ms. Carr: The project has been going for a year. It was sponsored last summer. I do not have the numbers right at hand.

Mr. R. F. Johnston: If we could get them later on, I would be interested to see them.

Mr. Chairman: I can tell you of an activity that is escalating, not necessarily related to this ministry but which has begun to change attitudes; for example a university women's club sponsors something called a mentorship program, where they get women in nontraditional trade to volunteer to be contacted by students in high school who look up to them as mentors in terms of considering careers. It is a very interesting program. I went to the launch of it not too recently.

Another program, and I am not sure who sponsors it, is called women in nontraditional trades. I know there were native women from the Six Nations reserve and other women who trained as autobody repairers. They found two graduation classes in that program. It has worked quite well. I think there are ways this can be done. I am perhaps a little out of line as chairman.

Mr. R. F. Johnston: No, that is very helpful. Thank you.

Mr. Chairman: Those are the kind of the things that can be done.

Mr. R. F. Johnston: From members who are newer in saying that these things take time, etc., just so that the targets that are set now are different than the targets that were set with the previous administration, from as far back as I have been here—in 10 years—I have seen the continuous statement in rhetoric about increasing the percentage of women appreciably in apprenticeship. Really if you look at it over that 10-year period, there are changes, but the numbers are small. When you see this growth that has taken place recently in apprenticeship, in terms of women's share of that growth, it is not the significant percentage that one would hope to see. It is just a cumulative frustration, I think you call it.

Hon. Mr. Curling: It is. I would like to see it change much faster myself, but when you really get down to it, you realize that there are many attitudes to change.

I was thinking about making some other comments here. I want to comment on Futures, and help centres and literacy. I know in the opening remarks both members raised some concerns about the Futures program. I just want to respond again to some of the questions. As you know, the Futures budget is \$92.3 million in 1988-1989 and the projected number of participants is 33,000. Last year the program served 37,000 participants.

The strength of the Ontario economy has led us to the current demand for the Futures program. I

know many people say that we blame it on the good economy. It is not a matter of blaming; it is a reality. The youth unemployment rate has dropped from 12 per cent in November 1985 to eight per cent in November 1988. The improved economy has resulted in greater numbers of youth, as you can see, finding employment outside the framework of government programs and assistance.

In other cases, Futures participants have sometimes been fully hired by employers prior to completing the maximum allowable time of the program. Therefore, that also results in the average duration of the program being less. Therefore, if they did not spend the time, it means the cost then would have been reduced, hence we have a reduced expenditure of our funds.

In 1987-88, the ministry added a new dimension to the program which provides other alternatives for unemployed youth who are not necessarily enrolled in the program. Some of the new initiatives were the part-time-work/part-time-school enhanced training option and extended eligibility requirements. Participation by natives has increased from 2.7 per cent of intakes in 1986-87 to 5.9 per cent of intakes in 1988-89 so far.

We continue to have a strong commitment to the Futures program, to assist those employment-disadvantaged youths in making that great leap of transition to the workplace.

I am going to ask Raf DiCecco, who is the acting director of the youth employment services branch, to comment further on the Futures program, which I want to tell members is a very exciting program. It has come under many criticisms, but outside of the immediate Toronto area there are a tremendous number of success stories that we could pile in here. Those who have never reached to the plateau of participating in this workforce previously have done so through this tremendous Futures program.

Mr. R. F. Johnston: Just on a new point which maybe leads into this, certainly the rhetoric is that the economy is better and therefore the numbers have dropped to what they have dropped to. No doubt the booming economy has had an effect. I have little doubt about that. I also think the minimum wage limitation has had an effect.

What measurement have you done to examine the specific connection between the economy and the drop? Consider that at the beginning of this whole period we had 150,000 young people out of work and we had whatever the number was

that were participating; now we are down to eight per cent or some 50,000 who are unemployed, yet we have 33,000 participating—a much higher percentage of that supposed unemployed group, I would suggest. What analysis have you done of that?

I do not understand on what methodological basis you are making the connection between the economy and the specific budget that Futures has, rather than why kids are not staying in the program and all the other kinds of things that are out there in terms of some of the other limitations of the program.

Hon. Mr. Curling: I am going to make Raf go through this a little bit, and maybe I can come in later on, but I want to make one little comment. You are talking about the rhetoric that we all throw in. There are English words that have to be used and sometimes they are so used and so abused, but sometimes necessary. If you hear it one time, you may say, "I have heard the story before."

I think the difference you may find is that the staff—and I, as the minister, am not blowing my trumpet, by the way—is extremely committed to this, regardless of the rhetoric itself. If it cannot work, we will change it and target those in need. I am not apologizing for the English language at all, but I will make sure as we—

Mr. R. F. Johnston: That is not the issue. Everyone knows that the people who work in Futures are very committed people. That is fine. And we all accept that the economy has had some effect.

I want to understand more about the methodology. If we drop to five per cent youth unemployment, what would that mean in the numbers that you project would be coming into the program? What is the rationale? I have never seen that spelled out, and that is what I would really like to see spelled out.

Hon. Mr. Curling: Sometimes editorials themselves distract us from the issues and you throw the editorial out. I wanted to say to you that even with the preamble that we have, we are quite committed. Therefore, having said that in my preamble, the facts remain as you can see.

1740

Ms. DiCecco: In fact, the number of individuals whom we might define as the more difficult, hard-core disadvantaged have not decreased over the last few years as far as participation in the program is concerned. Those numbers have been pretty well sustained.

The number that has decreased represents the ones who are less disadvantaged and who can find employment. In the basic work experience component of the program, those individuals and the participation of those individuals has declined. In the pre-employment preparation which really deals with the hard-core individuals who have a number of employment barriers, that number is pretty well steady. That population is made up primarily of individuals who have an average of about four barriers and up, which would be problems related to reading and writing skills, for example; they have poor job-search skills, they lack education and work experience and they have a criminal history, low self-esteem. There is a whole host of problems which, combined, create a very difficult situation for them.

A lot of individuals are social assistance recipients and those numbers have gone up. A lot of the target group members, visible minorities and natives, that participation has increased so that the percentage of that group is higher than it was in the past.

Mr. R. F. Johnston: We still do not know anything about the relevance of it, which is what my questions were about last year and are again about this year. It comes down to the same point; we knew what the figures for intake were on the various subgroupings you had last year and I guess you can give us those figures again. At that point, there was no analysis of how that related to the unemployment rates in those communities and what the anticipated participation rate therefore might be. Did you do work on that?

I remember there was a series of things you were going to be looking at in terms of maybe racial action plans, racial minority youth action plans, and some of that was to try to identify these groups more accurately and that sort of thing. Are we now starting accurately to reflect who should be coming in in the hard-to-serve in those communities and how do we know?

Ms. DiCecco: Our statistics right now indicate that as far as the population of youth that is out there and what we know about the target group membership are concerned, our figures are pretty representative. They reflect what would be in the general population and, in fact, they have increased over the last while. Particularly in the pre-employment preparation component, there has been an increase in the participation by those larger group members.

We have also looked at what happens to individuals who come through the program and what kind of outcomes they have, and we have looked specifically at areas where there is a higher participation rate to compare that with areas where there is not as high a participation rate for target groups, and they compare very favourably.

Mr. R. F. Johnston: Can we have some breakdown of those statistics? I know you have your forms that they come out on. Can we see some of those? Do you do quarterly updates or how do you do them this year, since you have changed the system?

Ms. DiCecco: We look at the participation on a monthly basis.

Mr. R. F. Johnston: Can we have some samples of those to have a look at? I found them instructive when I had them last year. We would love to see them again this year.

Hon. Mr. Curling: We could provide an example.

Mr. Chairman: The clerk informs me that the division bells are about to ring any moment. There seems to be a logical pause here and we could adjourn and reconvene Thursday at 3:30. I would ask members of the committee to be prompt at 3:30. If you are not going to be here within a few minutes of our normal starting time, please let the clerk or me know.

The committee adjourned at 5:45 p.m.

CONTENTS**Tuesday, December 13, 1988**

Estimates, Ministry of Skills Development	S-473
Adjournment	S-484

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Neumann, David E. (Brantford L)**Vice-Chairman:** O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitutions:

Bossy, Maurice L. (Chatham-Kent L) for Mr. Owen

McGuinty, Dalton J. (Ottawa South L) for Ms. Poole

Also taking part:

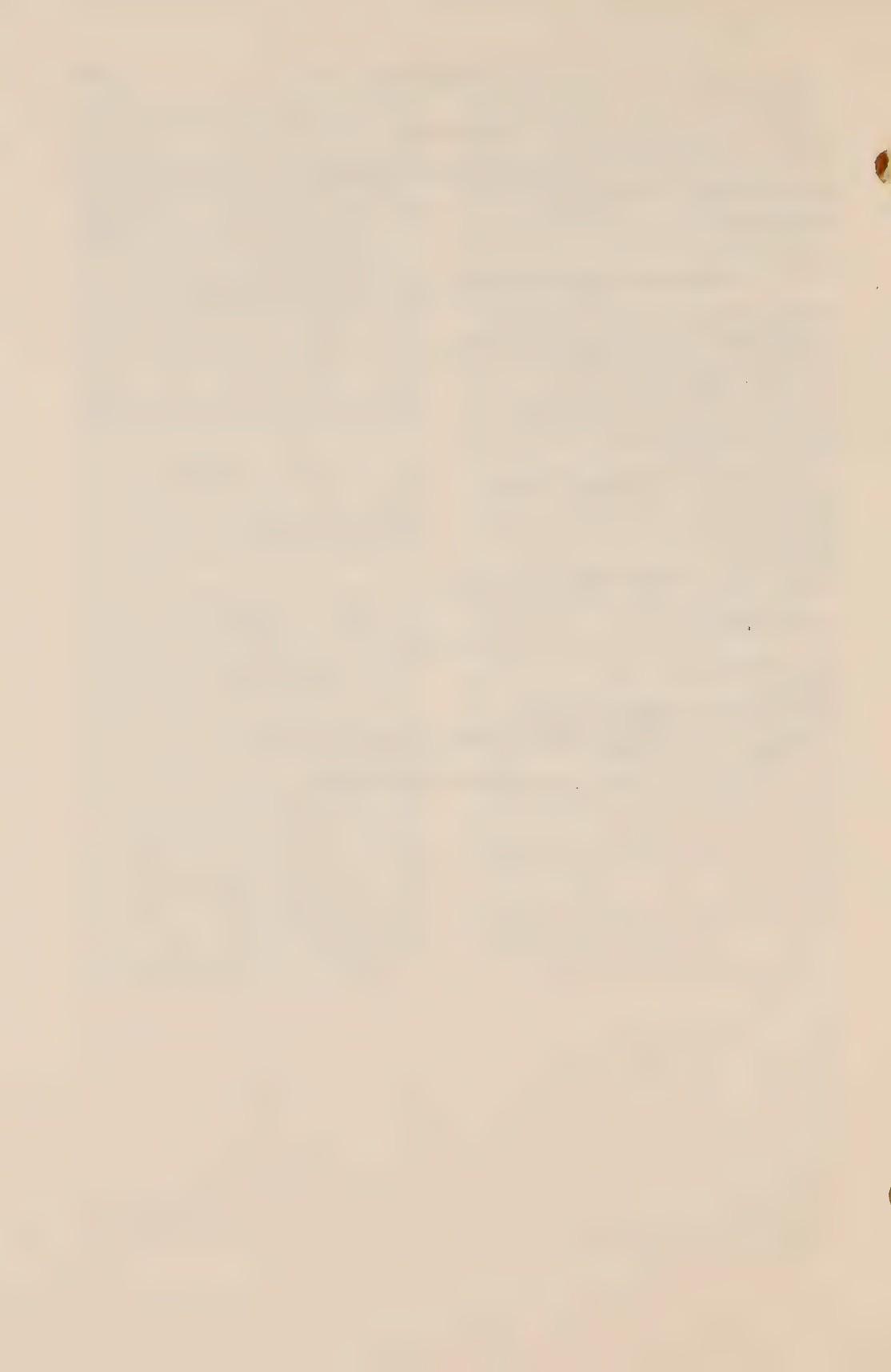
Villeneuve, Noble (Stormont, Dundas and Glengarry PC)

Clerk: Decker, Todd**Witnesses:****From the Ministry of Skills Development:**

Curling, Hon. Alvin, Minister of Skills Development (Scarborough North L)

Carr, Glenna, Deputy Minister

DiCecco, Raf, Acting Director, Youth Employment Services Branch





CAZON
XC12
-577

No. S-20

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Skills Development

First Session, 34th Parliament
Thursday, December 15, 1988



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, December 15, 1988

The committee met at 4:01 p.m. in room 151.

**ESTIMATES,
MINISTRY OF SKILLS DEVELOPMENT
(continued)**

Mr. Chairman: I call the meeting to order. We are considering the estimates of the Ministry of Skills Development.

Before we go to the minister for further responses to questions asked by the opposition, I should mention that I have been informed there could possibly be a conflict for the Minister of Labour (Mr. Sorbara) in January, and we will be looking at the possibility of switching around women's issues and the Ministry of Education, but there is going to have to be full consultation with the ministers and the opposition critics involved.

Mr. R. F. Johnston: I did get a chance to talk to the Minister of Education (Mr. Ward), who seemed to be amenable in theory but has not sent out the estimates books yet. We need to have two weeks' notice for that, especially for a big ministry like Education, and his assistant is now trying to get that in process. If that is done in a day or so, in theory, and the critic for the third party is amenable, we probably can pull it off.

Mr. Chairman: I just thought I would alert the committee and get it on the record that that is a possibility for January.

Mr. Carrothers: Do you have any news yet of what will happen during the break?

Mr. Chairman: I would rather not get into that, since we are using up time of the Ministry for Skills Development estimates, but there may be a meeting early in January of the subcommittee of this committee to review that.

Hon. Mr. Curling: Are you saying we may not meet on January 3?

Mr. Chairman: No. I am not saying that.

Hon. Mr. Curling: I was just wondering if there was an explanation.

Mr. Chairman: Since we are discussing the completion of your estimates, Minister, I would hope that with the time we have this afternoon we could finish off your estimates on the first week back. Obviously we are not here Monday, but with the Tuesday and Thursday, that would

finish off the Ministry of Skills Development and leave us free to start on the next ministry the following week.

Mr. R. F. Johnston: Well the minister earlier said he preferred not to meet on January 3 and that was fine with me, but I am available to meet on the third if that changes.

Hon. Mr. Curling: I am going to have the chairman and those in great authority discuss when we can have estimates; because it seems to me I am getting nowhere in trying to settle a very formal way of dealing with the estimates. It will be up to them. I am flexible. I will be here or whatever the committee wants. I am quite available.

Mr. R. F. Johnston: Well then we just continue, that is all we do. I do not know what you are talking about. We just continue until we complete the hours, but there is the matter of whether you want to be here on the Tuesday. I thought if you did not want to be here on the Tuesday I would not be here on the Tuesday, but if you want to be I will be here. That is all I am saying.

Hon. Mr. Curling: I will be here.

Mr. Chairman: Okay. That is settled. Please proceed.

Hon. Mr. Curling: The last time, in response to numerous questions from the member for Scarborough West (Mr. R. F. Johnston), we were on Futures. There may be some outstanding questions and responses to his questions that may have been left out.

Just on a quick recap, to put people's minds back into perspective, we were talking about a budget of \$92.3 million in 1988-89. We were saying that the projected number of participants then would be about 33,000 participants. We were serving 37,000 participants in the previous year. We also expressed that the unemployment rate for the youth had dropped from over 12 per cent in 1985 to eight per cent in 1988.

We have also shown some changes in the program and in 1987-88 we had added new dimensions to the program which provided some sorts of alternatives for unemployed youths who were already accessing the program. Those initiatives, I had pointed out, were part-time school and part-time work, some enhanced

training options and extending the eligibility requirements.

We also showed participation by natives. That increased from 2.7 per cent in 1986-87 to about 5.9 per cent.

I just raised those points so that the response could be more or less relevant and seem more coherent to the questions.

I just want to say that the ministry maintains a strong commitment through the Futures program to assisting the employment-disadvantaged youth in making that transition program to the workplace. Ms. DiCecco, who is the director of our youth employment services branch, is here for any questions or further elaboration or comments and to explain any further points that you want to make.

Mr. R. F. Johnston: Thank you. At the end of the session on Tuesday, we were talking about perhaps having a look at some of the reporting forms that you use this year in terms of the breakdown of information so that we could go over them together. Do you have those with you today?

Ms. DiCecco: I do not have the report that we talked about, but I have some of the information on the outcomes.

Mr. R. F. Johnston: If you could give that to me, one way or another, orally or in writing, I would appreciate it.

Ms. DiCecco: We talked about the outcomes at follow-up after three months and the number of people who are in fact employed at the end of that period, which has increased over the years. The April-to-October reading is 47.8 per cent. Then the number of individuals or the percentage that then go to school or to training, which again has shown an increase, is 11.7 per cent.

Mr. R. F. Johnston: Was it not 11 per cent last year?

Ms. DiCecco: It was 11.2 per cent.

Mr. R. F. Johnston: For those who are employed after three months, how many of those are ones who did not complete the full time in Futures but went off to employment well before that?

Ms. DiCecco: I do not have the number of those who finished earlier. The number of those who are unemployed is about 16.9 per cent.

Mr. R. F. Johnston: How many of those were people who completed Futures rather than dropping out of Futures, either to take employment or who had negative outcomes under that?

Ms. DiCecco: I do not have that breakdown with me.

Hon. Mr. Curling: Do we consider that as a negative outcome, though? I would not consider it a negative outcome.

Mr. R. F. Johnston: I was distinguishing between a negative outcome in terms of not getting any employment afterwards and those people who had not completed the program but had employment and then lost it and those people who completed the program and got employment, which could both be seen, I suppose, in one way or another, as positive outcomes or even perhaps neutral outcomes, depending on what you were hoping the young person would get out of it.

If they had basic skills upgrading to do and that was not done and they still got employment, then I have some questions about how much of a success that is, but I think it would be significant to know whether the percentage of the ones who left before they got the full basic training that one expected of them, the upgrading that was expected, and were still employed is approximately the same percentage as those who went through the whole thing and continue to be employed since.

If they are about the same rate, then it is very hard to actually do a measurement of the success of the program itself on the employment outcome.

1610

Ms. DiCecco: We know pretty well what is happening with them throughout—I do not have some of those correlations on me for the ones that have dropped out. We know, for example, that there is a percentage that fits in what we call another category, which would be individuals who may have gone back to some kind of treatment, may be working part-time, may have withdrawn from the labour force, and we know there is a number that we lose contact with.

We also know that a number of the ones who are employed finish early, in fact complete their learning sufficiently to get a position, but I cannot give you a breakdown of the numbers.

Mr. R. F. Johnston: Can you give me an idea of how many either complete the learning goals that were set with them and then get employment and/or those who completed the whole program and then went on to get employment? Do you know what number that is that you would, therefore, consider to have met the learning goals that were established for them as well as getting employment? Do you have any idea of what the graduates are in that sense?

Hon. Mr. Curling: Maybe this would help you, Mr. Johnston. The percentage employed in

the program up to October 1988 was 47.8 per cent. Whether or not they completed the program they went on to be employed. In full-time school—they went back to school or in training; had some sort of training—there were 11.7 per cent there.

The unemployed that the director mentioned was 16.9 per cent; and that “other” that you talk about that either went into—I forget—drug treatment or other institutions or went elsewhere—hospitalization, or so—was about 5.9 per cent. Then there are the others that we lost contact with after three months of tracking; that was about 17.6 per cent.

If we talk about success and failure, it is hard to determine what we are speaking about when we say these persons have been successful if we lost contact with them. Maybe they are quite successful out there doing a lot of stuff, but we do not know exactly what they are doing. We just lost contact with them.

Mr. R. F. Johnston: All I am saying is I am not sure how successful we can say the program is by taking a three-month employment figure in isolation, without looking at whether or not the persons got that on their own after barely being in the program at all or because they got their learning skills upgrading done either early or after the normal period of time in the program.

Hon. Mr. Curling: That is a good question. The program is 16 weeks and we track for three months, which is quite a long time. If you do a comparison with people in high school, people in universities, the tracking is, as a ratio, not as high in itself as that which some universities will do, for a year or so. We are tracking for three months for a 16-week program; I think it is quite adequate. Whether or not we expend more administrative costs in tracking—we all question our administrative costs at times—in fact we feel, I personally feel, that is quite adequate for tracking.

Looking at 47 or nearly 50 per cent of people who are back into the workforce—if we are talking about success and failure and if the process is to get people back to the workplace and 47.8 per cent are employed—that is one part of success. And you are looking at 11.7 per cent back in school. Those are successes because that is what the program was designed for.

Mr. R. F. Johnston: I do not think you even know that—that is all I am saying—unless you know what goals they met before they actually went and got a job. Because you cannot have it both ways; you cannot say that the numbers are down in Futures because the economy is so good,

then take credit for the fact that these kids are still employed and that it is not a fact of the good economy. They could have been in two or three jobs during that period, or whatever, without knowing this other information.

All I am trying to find out is whether or not you have this other information as to what the correlation is between the meeting of goals that are set for those persons in terms of their skills—whether it is life skills kind of training or employment search kind of training they are taking—whether you can show a correlation between that and those who lasted three months and worked, or whether you cannot. I will come to the matter of whether three months is satisfactory and your mild distortion of what happens in the university tracking, which I will explain to you in a minute. Can you do those correlations or do we just have these very rough figures that you are talking about which statistically do not mean very much to me?

Hon. Mr. Curling: You are talking about whether or not we are matching up the goals which the individuals want to achieve when they come in and if they have achieved those goals. Many students would come in and have certain goals at least to aspire to.

Mr. R. F. Johnston: Let's be clear about this; let's be really clear. Say you have a student who has dropped out, been out of the workforce for a while and qualifies for the program. He comes in and you discover that student has about a grade 4 math level. Do you set goals within Futures to upgrade his math so that he can get to a certain kind of level that will allow him to do cash register kind of jobs or whatever it may be that you are gearing him for?

All I that am saying is, if that student leaves before you get him to that level of education that you thought was necessary and he manages to get a job anyway, then I am not sure that is a measure of the success of Futures because we do not know whether the goals were met. I was just hoping that we would know that, yes, students who do meet the goals that are set for them or with them tend to have a better chance of being employed three months later than those who do not achieve those goals. Is it not mildly logical to want to know, therefore, if the program is having any effect or whether they are just sort of settling in one way or another out there and the program would not have made any difference?

Hon. Mr. Curling: I would say that is extremely optimistic. Many students who come into programs feel it is great that they can set their goals high, of course. Most of the Futures

students are people who have poor reading ability, poor mathematics and poor work attitudes, and many would like to be, for example, chefs, not understanding basically what the requirements are. If we get them back into the workforce and they are washing dishes, you would say, "That is not a chef."

Our feeling is that if we have brought that confidence to that student that he can move on—it depends on whether one wants to call it a success or not—I would measure that as a success because that individual is back in the workforce. Sometimes success is just to arrive to work on time. That is a great measurement.

Mr. R. F. Johnston: I am not denying that. I just want to know if you have measured that. I have been to the Futures programs and I have seen the ones who had huge life skills problems, who have been in psychiatric institutions, for instance, and a lot of the effort is just based on the notion of getting them some place on time. If they accomplish those kinds of goals and for that reason they have now been able to manage to hold whatever this particular position is, then that is something that Futures can rightfully take credit for, and that is great.

However, if they have not learned those things and they have gone off to a job anyway or have had four jobs and three months later you find out they are still employed, then I am not sure that is Futures' success story. I am trying to figure out just what ability you have to be able to know whether the program of upgrading that is there is playing a part in this and how much the employment situation out there is playing a part in this, because you already, on the other side of things, in terms of people not entering the program, credit that primarily to the employment situation out there being what is keeping them out rather than other kind of factors. I am just wondering if there is anything that is a little more specific about the information than that which you are giving me.

Hon. Mr. Curling: I have put the view of what the program is all about. I am going to ask Ms. DiCecco to elaborate more. Maybe that will be helpful to you.

Mr. R. F. Johnston: I hope.

Ms. DiCecco: One of the things we do have is the fact that they do stay with the employer.

Mr. R. F. Johnston: How many were there with a Futures employer?

Ms. DiCecco: Of the employment that I quoted to you, the 47.8 per cent, 20 per cent would be with the same Futures employer.

Mr. R. F. Johnston: Twenty per cent of the 47 per cent?

Ms. DiCecco: Twenty per cent of the total. It is higher than—

Mr. R. F. Johnston: Less than half. Okay.

Ms. DiCecco: Close to half. The others are with other employers and they often have made the switch from one to the other. When you look at all kinds of things in this kind of a program as to what the effects are of making someone employable, I think you have to take into account that going through that experience has an impact. It has an impact on their self-esteem and their self-confidence, so that they are able to find another position. When we look at them at intake and the number of barriers that are identified for employment, I think the fact that they could go then to another employer is something that has to be factored in as an impact of the program.

1620

Mr. R. F. Johnston: I agree. I think that would be an important thing to look at. I think it would also be important to look at the measurement by barrier and say: "Who are the ones who are employed after the three months? Are they the ones with two barriers? Are they the ones with six barriers against them?" Have you done that kind of analysis?

Ms. DiCecco: We are starting to do that kind of an analysis. It is a bit difficult because we cannot follow an individual through, as you can understand, because of the fact that the file for the individual is with the delivery network. We can do a summary kind of follow-up, but the agencies are doing that kind of a follow-up.

Mr. R. F. Johnston: How many of the people who have moved from the Futures employer to another employer were unemployed for any period of time between the two employers?

Ms. DiCecco: I would not have that right now. I could see whether we could produce that, but I think that would be very difficult because that would mean then having to track an individual right across.

Mr. R. F. Johnston: What percentage of the people who came through with psychiatric problems ended up being in your percentage of groups that go off for treatment rather than finding employment?

Ms. DiCecco: We have a fairly large percentage who have psychiatric barriers, but we do not track them to see what happens to them on an individual basis. We do know what the overall

results are. We know about 4.6 per cent have psychiatric barriers upon entering.

Mr. R. F. Johnston: So 4.6 per cent have psychiatric barriers. How many go to treatment centres of one kind or another out of that 16.9 per cent? Is that the figure?

Ms. DiCecco: It is the 5.9 per cent figure, but some of those may be attending school part-time or they may be working part-time or may become incarcerated.

Mr. R. F. Johnston: Is incarceration still considered a neutral outcome?

Ms. DiCecco: No, it is not.

Mr. R. F. Johnston: That is a progressive step at least.

Hon. Mr. Curling: We listened to you.

Mr. Daigeler: Could you give us an overview of the different barriers that are represented here; a total picture rather than just one in particular?

Ms. DiCecco: Maybe I can give you an illustration of a client who might be somewhat typical. Actually, I believe it is someone who was a client in your area, a young person who was of native background, who had a lot of problems with drugs, who spent most of his life in jail and who had a lot of difficulties through his life. He went through the Futures program and is drug free. He has not been in jail for quite a while and is currently working as a teaching aide. In his words, it blew his mind to be in a teaching environment, having dropped out and now going back. It was quite a move for him.

He is not atypical of someone who has a whole host of problems. He had poor self-esteem. He did not think he could ever work. He did not think he could ever relieve himself of his dependencies. There is a whole combination of problems which they come in with that are like an onion: you have layers and layers of difficulties that have to be addressed. The Futures program will deal with the employment-related issues. Clearly, there has to be other community involvement to assist with the other problems so that the individual can then reach a point of being employment-ready.

Mr. Daigeler: I appreciate the information. I guess an overview is not available on the percentage of people who have had difficulties with drugs, so many have had literacy programs and so many have other kinds of problems. Are there any overall statistics?

Ms. DiCecco: We have some of those statistics. We have conducted a review of the program and we will have, by about March, an

evaluation that will give us a little more understanding of what happens in the relationships. We know, for example, that about 15 per cent have a criminal history. We know that about six per cent have a physical disability. We know that about 15 per cent are on social assistance. There is a whole profile that we have.

Mr. Daigeler: That is what I meant, yes.

Mr. R. F. Johnston: That kind of information used to be available on these reporting sheets you have. I think committee members would really benefit by having a look at them, because they really do give you the profile and the methodology for tracking that is quite helpful to the members.

Ms. DiCecco: Part of the difficulty in giving you the information is that it is at a point in time and it is like a piece of the river; you know, sort of looking at a drop in the water.

Mr. R. F. Johnston: Or you could show them several quarters, because you do it on that basis as well, do you not?

Hon. Mr. Curling: I do not think there is any problem with that, to show the time frame.

Mr. R. F. Johnston: A sampling like that for a few quarters would be something that I think all members would find interesting.

Mr. Chairman: I will leave this in your hands. I know that Mrs. Cunningham has trouble getting to these meetings on Mondays and Tuesdays sometimes because of the justice committee. Perhaps we want to make sure this afternoon that we do get to some of the answers to the questions she raised. Mrs. Cunningham, right now we are on Futures. I know you are interested in that as well. Would you like us to just carry on until we have exhausted that area?

Mrs. Cunningham: That is fine.

Mr. R. F. Johnston: Then we can move to one of the matters that is on the list.

Mr. Chairman: Okay. Is this a supplementary?

Mr. McGuinty: Yes. I cannot agree, either with my colleague to my left or my colleague to my left across the way, regarding the significance of the line of questioning you have been pursuing and where it leads. I do not think the kind of scrutiny and analysis and accountability that we have been called upon to provide is possible; I do not think it is feasible; I do not think it is practical, and I do not think we should apologize for it.

After all, we are involved here in a kind of education. It is not merely a mechanical assem-

blage of ideas that can be analysed mathematically and evaluated in numerical terms. I know as a teacher I was saved from frustration over the years by what I assumed to be the law of delayed action, the idea that the influence you yield now will bear fruit in later years. That is the kind of intangible that I think we are dealing with.

I recall the minister and I visited the kind of situation we are discussing here a few weeks ago in Ottawa, in my home, at Algonquin College. He had occasion to speak to a group of about 30 students. It became very apparent to me, on the basis of my classroom experience, that out of those 30, I estimated 12 had served time and three I thought were disturbed. I was wrong: 12 had served time and four were disturbed. The fact is they were there. They had been there for some period of time.

It would require a kind of a one-to-one psychologist-student relationship to trace through and answer the kind of questions that have been posed here, and I am not sure how valuable that is.

The option to all of this is simply to close it up and do nothing, but the fact is the people are there. I think it is unreasonable to expect the ministry to be accountable for who drops out, why, when and if, and what they do after they drop out. It would take a one-to-one psychologist incumbent tracking of these people. Really, with all due respect, I am not sure where this line of questioning is leading or what purpose it is serving.

Mr. Chairman: Mr. McGuinty raises the whole question of methodology of a program evaluation, with which I am quite familiar from the municipal area, and there is no simple answer in that area.

Mr. R. F. Johnston: No one said there was a simple answer and I am not looking for simple answers, which is probably what we are ending up with here, but I think that anybody who does not think there is an accountability for money being spent on programs with some notion of evaluating how they are working and therefore some questioning about whether or not the evaluation technique being used is adequate—it is the parliamentary assistant's role to come to the defence of the minister and I respect that tradition—

Mr. McGuinty: The minister needs no defence from me.

Mr. R. F. Johnston: —but it seems to me that the ministry has changed its evaluation process already on this matter. If they had taken Mr. McGuinty's point of view, they would not have

changed it last year, and I am glad that they did. There are ways to hone the information, there are evaluation processes that can be followed.

One of the things that confuses me a little bit is how we come out with anecdotes of individuals and yet we cannot track individuals. I wonder if you can explain that to us a little bit.

1630

Hon. Mr. Curling: Just before the response comes from the director, I just want to say that we do track individuals. I think the question is: How long do we track individuals and how do we measure the success? I think that is what is in question. We do track.

Mr. R. F. Johnston: I do not believe you do.

Ms. DiCecco: The centres track the individuals, but we do not track them in the ministry. The stories come from people who write to us and from people who write in the papers. The centres, when we visit them, have all kinds of stories, and that is where the stories come from.

Mr. R. F. Johnston: They do some tracking.

Ms. DiCecco: The centres do the tracking.

Mr. R. F. Johnston: I have one question, and then I will let Mrs. Cunningham come in and ask what she would like on it as well.

One of the things I find of concern about this is the native population. You mentioned earlier that the statistics are slightly better this year in terms of representation of the native community. I still do not know what the foundation is for determining when it is an appropriate percentage, and I have not had a good answer on that.

Let's move to the remote reserves, if we can, at the moment. Perhaps first, people could remind me what the budget allocations have been for that particular program for the last three years and what has been spent in the last—two years, sorry. I have a rough memory of it being \$1.3 million the last time, and \$1 million the year before, but I may be wrong.

Mr. Chairman: Is this question one of the 84?

Hon. Mr. Curling: It is 85.

Mr. R. F. Johnston: It strikes me that it was \$1 million the year before, \$1.3 million, and I forget how much was spent of those two amounts—could you clear that up before we get into the new approach, which is the Confederation College of Applied Arts and Technology approach, and the things that I want to ask you some questions about there.

Hon. Mr. Curling: We are unable to find that immediately. If we can come back to that, we can find—

Mr. R. F. Johnston: As I recall, and you can correct me if I am wrong on this, it was dramatically underspent, both years—that is, the money specifically for the remote reserves—and it was dealt with through the Ministry of Citizenship, as I recall, and its officers. Is that generally accurate enough?

Hon. Mr. Curling: Yes.

Mr. Chairman: Just a moment; did you have additional information?

Hon. Mr. Curling: I am told this was transferred to us just in October.

Mr. R. F. Johnston: Of this year.

Hon. Mr. Curling: Yes.

Mr. R. F. Johnston: So it is now out of their hands and in your hands.

On page 25 of your opening statement, you talk about the 12 remote native reserves that will be dealt with from Confederation College and four reserves from Northern College of Applied Arts and Technology, which is a total of 16 reserves. My memory of the issue was that there were 50 or 52—I cannot remember exactly—remote reserves that were part of this mandate, of the original program. Is that an accurate number? I cannot remember.

Hon. Mr. Curling: Twelve was just a start; we of course intend to do much more.

Mr. R. F. Johnston: I am wondering, therefore, what the budget is for this program for this year and what you anticipate you are actually going to spend by the end of March with these 16 reserves.

Hon. Mr. Curling: You want the specific budget for the natives themselves? You want us to go into the Futures budget now?

Mr. R. F. Johnston: I am anxious to know whether we have the same trend taking place.

Mr. Chairman: Since we are on minister's responses to questions asked previously, is this a question that was asked or are these new questions?

Mr. R. F. Johnston: It was raised in my comments, you may recall, this whole question about whether reaching 16 out of 50 was useful.

Hon. Mr. Curling: We have responded to that by saying we have reached an initial 12 and we intend to expand.

Mr. R. F. Johnston: You are expanding to 16, that is the point. It says that you are dealing with four and you are going to expand to 16.

Hon. Mr. Curling: No, beyond that; we intend to go beyond that.

Mr. R. F. Johnston: I wonder if you can tell me just a bit about the philosophical basis for all of this. For instance, the number of native kids that were dealt with in the past year was very small. I cannot remember. I do not know if your staff has it on hand. Do you have the numbers? Again, I am pressing my own memory to try to remember this, but I think it is 100-some students.

Hon. Mr. Curling: From the information here, 2.3 per cent are natives from 15 to 24, which we are talking about.

Mr. R. F. Johnston: I am talking specifically about the program for remote reserves. I am not talking about the other native components within the Futures program.

Hon. Mr. Curling: I think what you are asking for is how many are in the remote areas.

Mr. R. F. Johnston: Yes.

Hon. Mr. Curling: We do not have that breakdown, but we have a percentage from directions, north, east, west and central.

Mr. R. F. Johnston: I think it is important to know that. My point about knowing whether the program is working appropriately is that it has been estimated from past census data that the average unemployment rate in those reserves ranges between 85 per cent and 95 per cent for youth in the age category that Futures covers. I am wondering if you know the population, therefore, of unemployed youth from those 50 remote reserves and if you can tell me what percentage of that population you are actually reaching with Futures.

Ms. DiCecco: We do not know what the unemployment rates are for those youths because that is not available right now. We are waiting for the census data to be able to pull that off, but we do know where the youths are in the population. In fact, 58 per cent are in the south and 42 per cent in the north, but we do not have a breakdown as far as how many of those are on the remote reserves. I was trying to get even a reading of the numbers on remote reserves and there is much controversy as to what the total number of our clients is.

Mr. R. F. Johnston: Has there ever been a survey done of the band councils to get this information or the local welfare office of the band council?

Ms. DiCecco: It is a contentious number. Of the Futures clients, about 17 per cent of the native group that we serve is in the north.

Mr. R. F. Johnston: But the vast majority of that will not be in remote reserves, given the

numbers that you were dealing with last year. I will leave this over until you can get the specific numbers on the budget: what you expect to spend this year, what was actually spent in the last two years when it was delivered through the Ministry of Citizenship and Culture in co-operation with you, and how we can determine how successful it is being when we do not know what the basic data are that you are working from here.

Hon. Mr. Curling: I just wanted to comment that might be difficult, because as you know remote native programs were transferred to us in October. The question you ask is quite legitimate.

Mr. R. F. Johnston: I got the figures from your ministry last year, so you know them.

Hon. Mr. Curling: You are talking about remote natives who were just transferred to us in October.

Mr. R. F. Johnston: Remote native programs. You knew specifically what the budget was. My memory may be wrong—it is flawed, as we all know—but I think it was \$1 million the year before last and \$1.3 million last year. I do not know what you budgeted this year, now that you have taken over full ownership of it without the confusion of how it is being delivered through the other ministry, which was a real problem before in terms of interpretation of your various eligibility things.

Hon. Mr. Curling: We will get the figures for you.

Mr. R. F. Johnston: I would like to know how many kids we are going to talk about reaching in these 16 reserves, if we are going to get all 16 in this year and how we know how we are doing if we do not even know what the population base is.

Mr. Chairman: Does the minister have anything else by way of information he prepared in response to questions asked on the Futures program?

Hon. Mr. Curling: I think we have covered the Futures program.

Mr. Chairman: Then perhaps we could go to your responses to the issues raised by Mrs. Cunningham.

Mrs. Cunningham: I think we had some questions on Futures as well, did we not?

Hon. Mr. Curling: That is fine with us.

Mrs. Cunningham: No, I thought I had tabled some. They may have been answered. It is my problem if they have.

Hon. Mr. Curling: We have not seen the tabled questions.

Mrs. Cunningham: They were similar to Mr. Johnston's. I could be doing a little bit of work if you would just answer one question. In this briefing book, where is the Futures program specifically? What page?

Hon. Mr. Curling: Pages 44, 45, if you just check those pages.

Mrs. Cunningham: So the youth training and employment estimates are all Futures? This is all Futures money?

Hon. Mr. Curling: No, not all.

Mrs. Cunningham: Do you have a breakdown of that page that I can look at?

Hon. Mr. Curling: We could get it to you. We could give you the breakdown of those programs.

1640

Mrs. Cunningham: This did not do me much good as I was trying to look at it; the programs were all lumped together in one big package.

Hon. Mr. Curling: On page 45 you see the Futures program; on page 47 you see the Ontario summer employment program; startup program; youth employment counselling services; the community action funds; the environmental youth corps. Those are the programs that are inclusive in what you see on page 45 of the \$134.8 million.

Mrs. Cunningham: They are the program descriptions, right? That is not what I am looking for. I am looking for the amount of money that was designated for each program and I am looking for the actuals for 1986-87, the estimates for 1987-88 and the estimates for 1988-89. If you have the actuals for 1987-88, that is great.

Hon. Mr. Curling: You want the breakdown?

Mrs. Cunningham: Yes.

Hon. Mr. Curling: I could get that to you.

Mrs. Cunningham: Yes, whatever makes up that budget of \$134.8 million. That is what I need.

Hon. Mr. Curling: Okay. We will get that to you.

Mr. Chairman: You do not have that now, but you will get it in January?

Hon. Mr. Curling: That is right. I will get that breakdown to you, but not today.

Mrs. Cunningham: That is not anything that you have got typed and ready to go?

Hon. Mr. Curling: No.

Mr. Chairman: Was that something you had raised the other day?

Mr. R. F. Johnston: Yes, I raised it.

Mr. Chairman: You raised it?

Mrs. Cunningham: Yes, I think both of us said we did not have the breakdowns we needed to analyse the programs with a view to being able to see the changes. The money may have moved from one program to another within that whole total category of youth training and employment. There may be one program that is more successful than another, has more takeup.

Mr. R. F. Johnston: Some of it might have gone to apprenticeship.

Mrs. Cunningham: I do not think so.

Mr. Chairman: I think the minister has some responses prepared to Mrs. Cunningham's questions.

Hon. Mr. Curling: I did respond. I said that if she wanted the breakdown of the programs, I say that in January we will supply those breakdowns in respect to programs as outlined here.

Mrs. Cunningham: Or even before, so I can be looking at them. I want that kind of information for all these programs. I cannot tell what they mean otherwise. I cannot tell people who ask me what that really means. It does not mean anything to me. We definitely need the actuals for 1987-88 for all of the programs that match the way this book is set out. I do not think that is unrealistic.

Mr. R. F. Johnston: It is so strange the way you have laid it out. I go back to this business of this book and its inadequacies compared with other peoples' estimates books. You only use the actuals occasionally for some line items for 1987-88. It is very bizarre. You use estimates, even though by this stage of the year we know the actuals very well. That is very frustrating for an opposition member to know, and that is why we both asked for this information.

Mr. Chairman: If the minister does not have it at hand, I am just trying to use the time productively.

Mrs. Cunningham: I think it probably is available somewhere and in the next couple of days it could be forwarded to us. That is all. I do not think it is anything that would take a lot of time to do.

Mr. R. F. Johnston: I am sure it is there.

Hon. Mr. Curling: It all depends if we have all the actual figures.

Mrs. Cunningham: If you do not have the actuals you can send me the estimates, broken down.

Hon. Mr. Curling: I said I would.

Mr. R. F. Johnston: For 1987-88, you will not have the actual numbers on these programs?

Hon. Mr. Curling: As you know, some are transfer payments and the fact is some of those are just coming in. I would give you the estimates and whatever actuals we have. Some are incomplete.

Mr. R. F. Johnston: That is fine, whatever you have.

Mrs. Cunningham: Yes, that is fine.

Mr. R. F. Johnston: There were a few other questions I had on the list. I would not burden you with them now. We will go back to them, I suppose, when we get to Futures again.

Mrs. Cunningham: The key question is—

Mr. R. F. Johnston: Numbers 70, 71, 72 and a few others were—

Mrs. Cunningham: That is right, and 67 and 68, but I think they did 68.

Mr. Chairman: We can go back to those. Mr. Villeneuve, did you have a supplementary on this?

Mr. Villeneuve: No, it is not a supplementary. Are we winding down?

Mr. Chairman: No, we are not winding down. Where we are on the agenda, as I understand it—are the two opposition critics wishing to follow through on Futures?

Mrs. Cunningham: We were on Futures and you were not going to respond to my questions on Futures because I did not table any, I hear. I just thought I would raise my concerns and then we could finish with Futures and move on to whatever else.

Mr. Chairman: What I am hoping to get to are the minister's responses to issues and questions raised by Mrs. Cunningham in her formal statement following your presentation. Do you have some of those responses?

Hon. Mr. Curling: She raised some concerns. I could move on out of Futures now.

Mr. Chairman: That is what I am getting at, because we did hear a few responses to Mr. Johnston, and knowing that Mrs. Cunningham has difficulty getting here other than Thursdays, let's use some of that time today to get those responses on record.

Hon. Mr. Curling: I am going to ask the critics now that we move on to some of my notes I had shared on the federal training and the worker experience allocations. I am going to ask Helmut Zisser to come forward.

Mr. Chairman: Would it be more convenient for Helmut to come here or use another desk?

Hon. Mr. Curling: He could come here. That is fine.

I know Mrs. Cunningham's concern, because the question has been raised many times in the House to me with regard to the federal participation and the allocation, the amount of funds given to the province. You have my little notes here that I passed around so we could follow through, and I am going to ask Helmut to go through that so we have no misunderstanding at all. Moving from 1984 and the inception of the Canadian Jobs Strategy, when these allocations started, to 1989, showing the actual decline of funds from the—saved by the bell.

Mr. R. F. Johnston: Why do we not just check how long the bell will be before we break automatically?

Interjections.

Mr. Chairman: Just carry on. We are checking on how long the bells will ring.

Hon. Mr. Curling: I am going to ask Mr. Zisser to go through this and explain in detail our allocation process.

Mr. Zisser: Historically, the federal government has been responsible for labour market adjustment and employment development throughout Canada. They have pursued this through income support for unemployed individuals, job creation, mobility assistance, counselling and training programs.

In the area of training, the federal government provides skills training for the unemployed. They provide basic skills training programs, language training for immigrants, in-school training for apprentices and income support for all of these above clients.

The federal government has supported this training through two major vehicles, the purchase of institutional training for its clients and wage subsidies to employers to hire and train individuals.

With the introduction of the Canadian Jobs Strategy, we saw on the part of the federal government a combination of all of these kinds of individual programs and initiatives under one umbrella, grouping them under six program

streams: the Job Development stream, Job Entry, Skill Investment, Skill Shortages, Community Future and Innovations.

At the time the Canadian Jobs Strategy was introduced, in the first year the allocation to Ontario was \$518.1 million. Over the period of the Canadian Jobs Strategy, on an annual basis, as we have illustrated here, we saw a decline to \$440.8 million in 1986-87, \$392.1 million in 1987-88 and it stands at \$333.5 million in the current fiscal year. The decline in that period is in the order of 36 per cent.

Ontario does not have an agreement with the government of Canada regarding the Canadian Jobs Strategy and these allocations. We do have an agreement on training. That agreement is the Canada-Ontario agreement on training and it governs all federally funded training and all of these federal funds come from the Canadian Jobs Strategy.

The three-year agreement started in fiscal 1986-87 and it provided for a number of things: (1) it ensured Ontario real increases in training; (2) it guaranteed funding for the training by issuing minimum funding levels; (3) it provided for some new purchase arrangements and, (4) it had some assurances to provide our colleges of applied arts and technology with fair access to these federal training funds.

In the old training arrangements, prior to the introduction of the Canadian Jobs Strategy, Canada purchased training from Ontario for its clients. Canada selected the training and Canada selected the trainees.

Mr. Chairman: I hate to interrupt the very smooth flow you had going there, but I am afraid that the bell is ringing.

Mr. R. F. Johnston: I thought if we would keep you guys all here we might actually win the vote upstairs.

Mr. Chairman: Apparently, there are several stacked votes on Bill 174 that are ready to go. The table has no idea how long the bell is likely to ring, the whip's office indicates we should move up.

The committee adjourned at 4:51 p.m.

CONTENTS**Thursday, December 15, 1988**

Estimates, Ministry of Skills Development	S-489
Adjournment	S-498

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Neumann, David E. (Brantford L)**Vice-Chairman:** O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Also taking part:

McGuinty, Dalton J. (Ottawa South L)

Clerk: Decker, Todd**Witnesses:****From the Ministry of Skills Development:**

Curling, Hon. Alvin, Minister of Skills Development (Scarborough North L)

DiCecco, Raf, Acting Director, Youth Employment Services Branch

Zisser, Helmut, General Manager, Federal/Provincial Relations Group







CAZON
XC12
-S77



No. S-21

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Skills Development

First Session, 34th Parliament
Tuesday, January 3, 1989



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, January 3, 1989

The committee met at 3:32 p.m. in room 228.

**ESTIMATES,
MINISTRY OF SKILLS DEVELOPMENT
(continued)**

Mr. Chairman: When we last adjourned, the minister had introduced Mr. Zisser, who is general manager, federal/provincial relations, and at this time I would like to call Mr. Zisser back to continue where he left off.

Hon. Mr. Curling: Before Mr. Zisser takes his position, just to bring you quickly up to date, it was December 15, I think, that we last met. Mr. Zisser's position is of explaining the federal-provincial relationship policy as far as we are concerned, especially with the Canada-Ontario agreement. I find it extremely important that he explain the role that he has played, because there are many, many misunderstandings in this regard.

This is quite evident by the type of questions that are posed to me in the House, and I think that the discussion would be much more beneficial if he would just explain—which he has done, and it is in the last Hansard, of December 15—the historic relationship and the historic process of what we had with the federal government. Do you want to continue from that point of view, or you may want to even recap quickly what you said, so that we are in focus on what you will be saying?

Mr. Zisser: Thank you. I had just been describing the three-year agreement on training that Ontario has with the government of Canada, which was entered into in 1986. In summary, this agreement provided Ontario with four basic provisions. It provided for real increases in training to the province over the duration of the three-year agreement; it guaranteed funding for training, in particular for institutional training in Ontario; it provided for some new purchase arrangements, and it also provided fair access by Ontario's colleges to these training resources.

The arrangements that the agreement replaced basically saw Canada in the role of a purchaser of training in the provinces with Ontario providing the training infrastructure where that training would be conducted. Canada purchased training on behalf of unemployed individuals generally who were referred into training by Canada

employment centres. Under these arrangements, it was the federal government that selected the trainees and it was also the federal government that selected the kind of training that was to be undertaken.

Basically, the role of the province in these arrangements was to act as a broker between the training institutions and the federal government. These arrangements included apprenticeship, but in the case of apprenticeship it was the province that arranged for the training within the institutions. The federal government would pay for the income support of these trainees as well as the cost of their in-school training.

The new arrangements which came about as a result of the Canada-Ontario agreement had a component, called the direct purchase, which was a continuation of the previous arrangements, including the arrangements for apprenticeship training. The indirect purchase was where Canada contracted with third parties to manage federally funded training projects, and they also would be responsible for arranging the training for the clients.

There were two kinds of indirect in the agreement, one with community industrial training committees and the other with other kinds of local community organizations or third parties. In these arrangements, it is the third party that selects the trainees and the third party that selects the training and ultimately purchases training at institutions on behalf of the clients.

Since 1944, the federal government has purchased all of the required in-school training for all apprentices, consistent with market demand for apprenticeship training. Apprenticeship is fundamentally a market-driven system of training. The province accommodates all employers and workers who wish to enter into a contract of apprenticeship within the established trades and the province arranges for the in-school training of these apprentices.

The planned volume of apprenticeship training is based on market demand for in-school training. This demand is determined by the number of apprentices currently registered with employers requiring the in-school training as well as the anticipated new registrations during the course of any year. Apprenticeship funding levels and volumes are established annually with

the Department of Employment and Immigration. We have not reached agreement on volumes for the current year.

The federal government capped apprenticeship training at 733,200 days, or \$37 million, for the current fiscal year. This represents a cut from last year's level of 740,000 days and \$37.4 million worth of training. This year the province has identified market demand for in-school training at 875,000 days or \$42 million, leaving a shortfall of some \$5 million in the case of the institutional training of apprentices.

Hon. Mr. Curling: At this point, I just want to emphasize especially that this information has been provided specifically for the critic of the third party, who had asked some questions in this regard. Because of her busy schedule she has just arrived. This is a very, very important point. If I even dare ask, if I were to emphasize that again, about the demands of the days of training, the in-school days of training, because it is extremely important to the questions that will derive from this later on, do you want to mention that again?

1540

Mr. Zisser: Yes. For the current fiscal year we do not have agreement with the government of Canada on the volume of training to be supported under apprenticeship. This year we saw the federal government capping its support for apprenticeship training at 733,200 days or \$37 million, where the provincial demand for apprenticeship has been identified at 875,000 days at a cost of \$42 million.

This represents a cut from last year's level of funding which covered 740,000 days and provided \$37.4 million for training of apprentices.

Hon. Mr. Curling: That is a reduction in the contribution by the federal government. That is how we come to that conclusion. It is mathematically correct.

Mr. R. F. Johnston: I am sure it will not quite fit with Mrs. Cunningham's figures.

Mr. Chairman: Do you have anything to add, Minister?

Hon. Mr. Curling: I do not have anything on that one at the moment.

Mr. Chairman: Perhaps it might be useful to see if there are supplementary questions before we leave that.

Hon. Mr. Curling: Could I then ask the chairman for a ruling on what the correct procedure is? Questions are placed with us and we are trying to respond to these questions. Are we going to entertain supplementary questions

now or do I proceed to respond to those questions that were laid before me?

Mr. R. F. Johnston: I think we should play it by ear. On something like this it would be useful to allow the member to pose a supplementary or two, or to challenge a figure or two at this stage. Some things we will let go right through until later on or not touch at all.

It is usual to have a give and take at this point, as long as we do not go on forever on it. I am sure you would want that kind of lively repartee.

Hon. Mr. Curling: No.

Interjections.

Mrs. Cunningham: He is very lively in the House. Why not here?

Mr. Chairman: The chair has asked whether there are any supplementary questions.

Mrs. Cunningham: I have one. I think we are having a little bit of fun around these numbers. I would just like to make a comment.

There was a three-year federal-provincial agreement on training in Ontario that was signed March 10, 1986. That is the one that I think we are talking about. That was set to expire in March 1989. That certainly is what it says in the agreement.

Therefore, we had an agreement that took us through to the end of March 1989. In fact, the numbers agreed upon—

Hon. Mr. Curling: I am sorry. Take us through to the end of 1989?

Mrs. Cunningham: The 1988-89 numbers. I do not know what the dates are, but I have four years: 1985-86, 1986-87, 1987-88 and 1988-89 in the numbers agreed on. Is that correct?

Mr. Zisser: The agreement covers three years.

Mrs. Cunningham: The agreement that I have in front of me and the numbers that were agreed on were: 1985-86, \$25.1 million; 1986-87, \$28.3 million; 1987-88, \$35.9 million and 1988-89, \$37 million. Is that correct?

I took them out of the supplement to the document. Those were agreed on but that is not what was received.

Hon. Mr. Curling: You got these from the agreement, you said?

Mrs. Cunningham: There is a supplement to the agreement, as a result of what was signed.

Hon. Mr. Curling: You are saying that 1987-88 says \$37.4 million? Let me see if I follow you.

Mrs. Cunningham: In 1987-88 what was agreed on was \$35.9 million. What one received

was \$37.4 million. These are numbers right out of the supplement to the document.

If there is information we do not have, it is because we were not able to—also the apprenticeship days; I have it all in front of me.

Hon. Mr. Curling: I understand that a supplement was not agreed upon by us.

Mrs. Cunningham: Then I have the actual dollars received as a result of the agreement. Of course, there was flexibility—not normally to go down, but sometimes Ontario accepted more money.

Hon. Mr. Curling: Demanded.

Mrs. Cunningham: Yes, on demand.

For 1985-86, although the federal government agreed with a transfer payment of \$25.1 million they in fact transferred \$27.9 million. They transferred more than what they had agreed to because of demand.

In 1986-87, they agreed to some \$28.3 million, and that was in 1986, and they transferred \$32.6 million because that was what was agreed to. In 1987-88, although they agreed to \$35.9 million, they gave us more money than what they had agreed to because of demand, and I think maybe because of some phone calls and negotiations that go on, and it was \$37.4 million.

Although there was a tremendous demand this year, the agreement was \$37 million and the money received was actually \$37 million.

If these numbers are not correct, I am the first one to say, well, correct them for me and let me know where we are off base, that is all.

Hon. Mr. Curling: Just let me comment on that. There is a figure, usually, as you said, and a computation—at one time you said \$35 million—but they always pay on demand, so there is a figure that is more or less targeted, and then if a demand comes for more, the federal government would come through with that money to pay on that demand.

Mrs. Cunningham: Oh. All right.

Hon. Mr. Curling: That is why we are seeing \$37.4 million in 1987-88 and in 1989 there was \$37 million that they paid but the demand was saying at that time \$42 million. They did not pay on demand at this time. Therefore, it is not a matter that they were generous and all that; they were always paying on demand and this time they decided not to respond to demand.

Mrs. Cunningham: They made an agreement, and in the statement, in the planning for direct purchases, it says, "The plan may be amended or modified to meet the training needs which may arise from time to time during the

year," and that is the total training need, it is not just the apprenticeship part. Therefore, the basic amounts of money that were agreed to, and we could go into them, were agreed to significant changes in the total funds. They went from total funds of \$166 million in 1985-86 for all of the training that it is in this strategy right down to \$101 million in 1988-89.

I am not saying that is a good thing and I am not saying it is a bad thing. The fact of the matter is that when you negotiate a contract, then you know what you have to live with. Therefore, if there were greater demands—and I wish I were on the other side on this one, as well as yourself, I am sure—it was agreed that the declining amounts of funding for training in Ontario would be made up through the private sector. That was part of the agreement, so it was up to us to go and get the funds through the private sector in some way.

That was an agreement. That is a contract. I would have hoped that whoever negotiated this—and it seems to me that it was the member for York Centre (Mr. Sorbara) who was the minister at that time—could have done a better job.

But when it comes to planning one's budget and living within one's budget, that was the deal and it was up to us to make up the difference, and that is exactly what you did do this year, you made up the difference, but it is not because it was capped or it was cut back.

At least according to the staff in Ottawa, that is not the case at all, and they are staff people; they are supposed to be giving me good, objective advice. It was because every other year they came forth with a few more dollars—it is a lot more, really, if you talk millions—than what they had agreed to because of demands and this year they did not. They paid exactly what had been negotiated.

So it was not a matter of a cutback, it was a matter of an agreement, and let's hope when we go into the next round that at least for this part of the whole agreement, the apprenticeship part, we will be able to influence Ottawa to give us more money.

I think one of the problems—and you have to look at how well the programs are working, and I think that is what we in Ontario have to do. If we are getting these millions of dollars for apprenticeship programs, we have to be able to ask three questions: First of all, are we getting the right people into the programs; second, are they completing their programs; and third, are they working as a result of the programs? Those were

the three questions that I asked and you were not at that time able to answer them.

I am not going to sit here and quibble about half a million dollars, because that is not the issue. The issue is that we should be, I think, doing more in apprenticeship training. I think we should be doing it at an earlier age, in co-operation with schools, with young people at the age of 14, 15, and 16. This is why young people stay in school, and you know about co-operative work programs and those kinds of things, but the private sector has to help us with our young people and we have to find a good way of delivering programs. If we cannot prove to the federal government that in fact we are able to answer those three questions, then it is not going to be supporting us in programs that are not working.

1550

We have a goal and an objective which I support and I hope we can make it, but as I phone around to the different private agencies and the colleges, some are working very well and others, quite frankly, tell you they are not working. We are all here on the same side on this one, because it is something that is very dear to my heart; that is, young people should be in some kind of an education program so that when they have finished their schooling, and if we can incorporate this apprenticeship training part, they will have a job.

I do not think we have been doing it right in Ontario. I was a school board trustee for 14 years, and I learned through it that there are better ways of doing things. What I do not want to do is blame the federal government or the past Conservative government. That is not going to help my kids and it is not going to help other people's kids. I want to find a better way of delivering programs.

So, as we go through the estimates, the line-by-line examination, I stated before and I will state again, I need to have the 1987 actuals. I think you probably got that work done, page 44 or whatever. We also need to be looking and giving the minister advice on where we think we can be doing something better. I do not think you or I are the type who want to sit here and argue, and we do not, quite frankly, but we have to be able to deliver it. If your ministry is the best ministry to do it, so be it; if it is not, then take it into Education or Colleges and Universities, but make sure that every single penny of these millions is being spent to train people so that they can get jobs. That is the bottom line for me.

Hon. Mr. Curling: I just want to follow up. You are right. The critics on both sides have been very constructive in their criticism. Just to clarify, I do not want to be a minister who spends my time blaming other people for not doing the job rather than getting on with the job.

The point I was trying to make is that in 1987-88, the federal government passed over, if you want call it that, or contributed \$37.4 million to the apprenticeship program. They always pay on demand, which at that time was 740,000 days of training. In the next year, when the demand moved to 875,000 days, at a cost of \$42 million, not only did they move from the \$37.4 million that they gave the year before but they gave only \$37 million. All I was saying was that it is a decrease in what was normally given.

As you said, we must pay the difference. It is always a demand-driven area. It is rather strange, too, when the discussion is about training and apprenticeship, that at the time when we have a trade agreement with the United States and talk about competitiveness in the workforce, they saw fit to cap that and say, "That's the maximum we will do." Asking us to make it up afterwards is—of course, I feel strongly, just like the member, that the private sector must play a very important role in getting the training system to contribute to the training itself. Until we do that, to change this unilaterally, just to say, "That's the cap and the amount of money we will give for the province"—but I do not want to belabour that.

Mrs. Cunningham: No. Let's agree to disagree, because you have made your point twice. With due respect, I am going to make mine twice, because I can see that you are really dug in on that position. When one makes an agreement with anybody and you agree to a base amount of funding—

Hon. Mr. Curling: That is the point I was going to make; we did not agree. My understanding from the bureaucrats—I was not here before—was that it was not agreed upon. The figure itself was not agreed upon, to say it is \$37.4 million. What was agreed upon, as you see from 1944, was that the federal government always paid on demand. It is the first time that now they are putting a cap on it. The figure was not agreed on to say, "It will be only \$37 million and that's what we'll pass over to you."

Mrs. Cunningham: Okay. Let's agree to disagree and let's get down to the bottom line. The truth of the matter is we got \$37 million. We needed at least \$42 million. We are talking about some \$5 million difference, which the Ontario government has put forth. I do not think anybody

should pretend for one minute to think there was any hope of our getting the \$42 million. I think when one makes a goal to increase by 20,000 the apprenticeship places within the next five years, one should note the consequences of those promises. We cannot just rely on transfer payments, at least under this old agreement, from the federal government.

I think the trend of trying to implement more apprenticeship places in some way is extremely important to the future of this province right now, for whatever reason. What I will be looking for is a very clear agreement in the next four- or five-year cycle, which you are probably negotiating now, I would guess, to see how successful Ontario can be with the federal government.

Hon. Mr. Curling: I am a tough guy.

Mrs. Cunningham: I hope so. You should be careful what you say. We all think we are tough until we get in there with the guys who are holding the money. Then we find out how tough we really are not.

The point of the matter on this one is that this was half a million dollars that one might say they capped; I disagree with that. I will not argue about it. I think we have been fortunate to receive more than the agreed-upon funds for at least three of the four years of this agreement.

I would hope that you can do even a better job than your predecessor in negotiating this agreement. By the way, it was also signed by the Premier at the time, if I am not mistaken. I think I did see that in some of the backup to this stuff.

The issue now is that the programming itself has to be effective. We know there is not enough—maybe there is enough money; maybe we are not spending it wisely. It is up to you to figure that out. As a critic, I am only giving you ideas in saying that we have to get to people sooner and that there are other support systems out there that can help us in program delivery.

It is a hard nut to crack when you are starting to talk to unions about co-operating with us. I know, because I have been there. I have had young people working with me in my former work in work placements and those kinds of things. I know what kind of negotiations had to go on to make them happen. It is tough and it is hard, but it has to happen for the future of this province if we are, indeed, interested in meeting the demands of our society in the workforce and if we want to keep people employed, and that is where they want to be employed.

We will have to agree to disagree on that particular philosophy unless someone can give me better documentation than I have already

received from at least the federal government with regard to what was signed. In fact, it was the Honourable David Peterson, who was then the Minister of Intergovernmental Affairs, who signed this document on March 10, 1986.

Mr. McGuinty: On the matter of the shortfall of \$5 million of the expected federal payment and what we received, it is my understanding that the ministry, our government, absorbed that, although it was clearly indicated it should not be interpreted as a precedent for future reference. I have first a question and then an observation.

Did we ever have any indication from the federal government of the reason why it cut back from the \$37.4 million of the year before, and indeed from the \$42 million expected, to the \$37 million received? Was it because, as a result of the deliberate and conscious evaluation of our programs, it felt that the programs were less than adequate? That is the question.

Secondly, the observation: I think the government picking up that shortfall has a kind of symbolic significance because we realize that if there are young people needing help in Ontario, be it with literacy or apprenticeship, it is not our role to refer them to their federal member of Parliament, usually a Conservative, or to try to refer them, their problem, their plight, to some kind of federal legislation. Rather, it is our job to help them where they are.

With regard to the former, were we ever told by the federal government that that \$5-million shortfall was because it was less than properly enchanted with the way our programs were working?

Hon. Mr. Curling: The first time I heard about this was that some time in August there was some indication of capping, which was never a part of the agreement before.

1600

Mrs. Cunningham: It is not now. It has never been part of the agreement.

Hon. Mr. Curling: It has never been part of the agreement. The first time I heard about that was in August. At that time I had discussions with Mr. Bouchard, who was then the minister. We had a change of ministers at that time. We warned him not to do that. It seemed to me that he was listening at the time; but after a shuffle of the cabinet came and Mrs. McDougall came on board, we started the negotiations again to bring to light what we had discussed with Mr. Bouchard. Unilaterally, we heard that that was it at \$37 million in capital.

At the moment, though, I have letters now to Mrs. McDougall with regard to the \$5 million that we have put forward to fill that gap.

Mr. Chairman: The question was: Was there any reason given for holding the \$37 million?

Mrs. Cunningham: It was never part of the agreement.

Hon. Mr. Curling: It was never part of it, holding it or capping it at \$37 million. No reasons were given. We do not want to be federal-bashing. Sometimes it is hard to get reasons for some of the decisions that are made. But again, I am very mindful of the fact that the federal government has a big deficit and would like to spend it the best way possible and distribute it equally the best way it sees fit.

Mrs. Cunningham: But we do not want to federal-bash, do we?

Hon. Mr. Curling: No, we really do not want to federal-bash.

Mrs. Cunningham: I do not really care. You can do all you like. I want to worry about tomorrow.

Hon. Mr. Curling: But there are facts and figures that we are realistic about. Most of the population is here. We absorb almost 50 per cent of migration into the country, and I think another 60,000 people who come from outside the province. Hence we have people to be trained. Therefore, when we are equally distributing this kind of fund we must be sensitive to what burden Ontario has to carry. I hope that responds to your question.

I want to just mention the \$5 million. I very vigorously took it to cabinet to say that we cannot let down those people who are ready for the programs within the community colleges; the costs of that unilateral decision by the federal government, leaving a \$5-million shortfall, affected the member for London North's area, too, because she has one of the community colleges there. I obtained those funds from my cabinet colleague with the understanding that I would vigorously fight—if that is the word—and represent the case to Mrs. McDougall that the \$5 million should be returned to the provincial coffers. I have not had a response yet from Mrs. McDougall.

Mr. Villeneuve: I have a further comment on that. The minister uses the words “unilaterally” and “capped by the federal government.” The agreement reads \$37 million, which are exactly the dollars that were agreed to and that were provided.

Hon. Mr. Curling: As I said earlier on, it is a demand and that is an estimate each time that we go into each year, just like the honourable critic mentioned. At one stage it was \$35 million, then they transferred over—my figures might be wrong—\$37.4 million of that \$35 million.

Mr. Chairman: I think Mrs. Cunningham was right when she said the point has been made by both sides and we are tending to repeat it several times.

Mr. R. F. Johnston: I have a couple of supplementaries. One question is: Where is the \$5 million coming from? You make it sound as if they are new dollars from cabinet. Are you expecting that to be real new dollars from cabinet or are these savings from other parts of your ministry's budget because of underspending on other programs—for instance, Futures?

Hon. Mr. Curling: I know the honourable member talked to me about estimates because he has a certain amendment on the estimates, and it will not appear in these estimates—

Mr. R. F. Johnston: In the supplementary estimates.

Hon. Mr. Curling: In the supplementary estimates, of course.

Mr. R. F. Johnston: But in real terms, is this real money or is your shortfall on your budget this year going to provide you with your \$5 million and it is not really \$5 million in new dollars from your cabinet?

Hon. Mr. Curling: In the meantime, what I have done as the minister bringing this forward to cabinet is ask permission for the \$5 million, and all that will be worked out in the supplementary estimates—where the money will be coming from.

Mr. R. F. Johnston: You are not denying that your shortfall on other programs will be well in excess of the \$5 million and that your net situation will be less than your actual original estimate, even if you ask for a supplementary estimate.

Hon. Mr. Curling: I could not answer that question right now—

Mr. R. F. Johnston: No? I am sure you could.

Hon. Mr. Curling: —whether that would be there or whether or not Management Board will concede upon its graces and say, “We found it from somewhere else.”

Mr. R. F. Johnston: I will be very surprised if it has to come from anywhere else.

I have one other question, which has to do with the equity in terms of the status of women under some of these Canadian Jobs Strategy programs in Ontario. A statistic I have seen recently is that in terms of participation across Canada, 34 per cent of the participants are women, even though in the workforce there is a 40-some per cent participation rate. What is the participation rate in these programs in Ontario? I do not need it right this instant, but if it is something we could get over the next little while, I would be interested in seeing just how we are doing.

I presume we will find that they will be under-represented and that they will be represented in areas of traditional women's employment, much like the apprenticeship figures that we have seen before. I would be interested in seeing that if we could and knowing subsequent to that, if that proves to be the case, what you are doing to try to get some equity arrangement, targets and that sort of thing, met within the agreements.

Hon. Mr. Curling: In response to the member for Scarborough West (Mr. R. F. Johnston), we can make those figures available to you. I am not looking forward to seeing anything exciting about the progress made by women in the workforce in nontraditional jobs and the like, because we have run into and have known the fact of the matter of attitude. There are greater barriers and larger barriers to confront, to break through with women. But those figures can be available to you and I am of course prepared to talk about the things that we are doing and have done to get more women into the workforce.

Mrs. Cunningham: I have a question.

Mr. Chairman: Is it on this?

Mrs. Cunningham: Yes, it is just a question to the minister. In the apprenticeship money that we are talking about now, the minister was talking about receiving \$37 million instead of \$42 million. Was he talking about the 1987-88 contract or the 1988-89 contract?

Hon. Mr. Curling: In 1988-89—that is, this period ending in March—the demand for the total days of training was 875,000, which would command about \$42 million.

Mrs. Cunningham: And what did you say you got?

Hon. Mr. Curling: We got \$37 million. The year before—

Mrs. Cunningham: No, just that question. Now, do you have a signed contract for 1988-89 for the \$37 million that you got?

Hon. Mr. Curling: No.

Mrs. Cunningham: You do not have it signed?

Hon. Mr. Curling: We have an agreement.

Mrs. Cunningham: Yes, but you have to sign. Each fiscal year you sign on, and you are saying you were still negotiating to get the \$42 million?

Hon. Mr. Curling: They used to pick up the differences all the time.

Mrs. Cunningham: That is right. It is part of the agreement that they pick up the differences.

Hon. Mr. Curling: Yes, but they did not pick up the difference this time.

Mrs. Cunningham: But you do not have a signed agreement, either, for 1988-89.

Hon. Mr. Curling: We have a signed agreement—

Mrs. Cunningham: For the \$37 million; do you or do you not have a signed agreement for this year, for 1988-89, the fourth year of this contract?

Hon. Mr. Curling: No.

Mrs. Cunningham: It has not been signed, and yet it is supposed to be signed before. It is not always signed, you are quite right. It does not have to be signed. But if you have not got a signed one, as part of the agreement you should have received what you got last year, which was \$37.4 million. You did not get that; you got only \$37 million. Is that right?

Hon. Mr. Curling: For 1988-89.

Mrs. Cunningham: That is right. In fact, you do have a beef, but the beef you have is for \$400,000, according to clause 20.4 of the agreement. It says: "The per diem prices for fiscal years 1987-88 and 1988-89 must be approved and listed in an amended annex B"—which is the part you have to fill in for days and prices—"before any payment is made by Canada for course purchases in each of these fiscal years."

Then it goes on to say that if you have not got the signed agreement, if it has not been finalized before the commencement of the new fiscal year—and you told me it is not signed—"The prices of the preceding year shall be used in the course purchase notices, subject to adjustment upon approval of revised annex B."

A deal is a deal. I may not agree with it myself, but when you are planning budgets and if you have not signed anything, you know what you are going to get; you are going to get not what should have happened last year, but they in fact gave you

more. What you should have had was \$35.9 million—those were the estimates. What they gave you was \$37.4 million, and what you should have expected this year was \$37.4 million, if you do not have a signed agreement.

1610

They gapped you out of \$400,000, you are quite right. But that is not \$5 million. What you wanted was \$5 million and you might have got it had you signed the contract; you are telling me you are still negotiating. So it is an unfair accusation because this is called business management. I wish you had got more and I hope you still get the \$5 million. But the truth of the matter is that it was not capped. You got a little less than you should have, given this agreement. You got \$400,000 less than you should have, based on last year's deal and based on this agreement.

That is the way it works. If your staff is not telling you that, they are telling me that and so is the federal government telling me that. I do not want to stand up in the House and look like I do not know what I am talking about, because I do.

Mr. R. F. Johnston: You are saying they are acting like the Cambridge hospital to the Minister of Health (Mrs. Caplan).

Mrs. Cunningham: I do not know that but I do not think you should say you get \$5 million because that has been the practice. You do not get it unless you sign the agreement and if you do not sign the agreement, you get what you got last year; that is the agreement.

There are a lot of other agreements we probably sign where the same thing works and then you have to set your budget up accordingly. Really, this argument is not all that important. What we should be talking about is that we need the support of the federal government and we also need the support of the provincial government and we need to make sure the programs are working.

Federal-bashing, if you want to go into it, is fine, but in fact it is very clear in this agreement. If I had been trying to balance this budget, the only thing I would have put in it was \$37.4 million expected from the feds; in fact, they owe you \$400,000 so when you go up to see Mrs. McDougall, you can say, "You owe me \$400,000," period. That is the deal. What you would like is based on precedent and if you are lucky, you might get it, but there is no way you are going to get it according to this agreement unless there is some goodwill. That is way it works.

Hon. Mr. Curling: I think her argument is good, but I would caution her in this respect.

That \$37.4 million we got last year was on demand, was what the market demanded when the initial agreement was \$35 million.

Mrs. Cunningham: That is right. They gave you more than what you needed.

Hon. Mr. Curling: That was the estimate. We estimated that.

Mrs. Cunningham: That is right. I agree with you and if you did not sign the contract before this fiscal year—

Mr. Chairman: One person at a time.

Hon. Mr. Curling: Let me just respond. Therefore, that \$35 million was estimated and the federal government, in its gracious form—

Mrs. Cunningham: It was \$35.9 million, \$36 million.

Hon. Mr. Curling: responded to the demand of \$37.4 million. They have been doing that since 1944. So they acted properly, one would dare say, on demand from 1944.

Mrs. Cunningham: I do not know that. I only know about this deal.

Hon. Mr. Curling: Comes 1988-89, and they said they will stop this response to demand and go to \$37 million. The argument that the honourable member is putting is that a deal is a deal. I thought the deal was responding to demand at the time and here we are: our demand is saying \$42 million.

Mrs. Cunningham: And if you do not get a deal—

Hon. Mr. Curling: They are saying, then, do not trust in respect to demand.

Let me just read a section of the agreement, on page 21. It says, "Canada will make available to Ontario, for fiscal years 1987-88 and 1988-89, allocations for direct purchases and indirect purchases sufficient to realize the intent of increasing the real level of training funds assessed to public institutions relative to fiscal year 1985-86."

It tells us they are prepared to respond to those intended increases to the real level of training. Then here comes—

Mrs. Cunningham: And they have gone from \$25.1 million intended up to \$37 million in apprenticeship funds over four years. That is a significant increase. From \$25.1 million up to \$37 million—at one time, \$37.4 million—is a significant increase. I think they have met the demands.

But last year, there was some reason for not signing the agreement. Then you know what you get and that is exactly the same as the year before,

and that happens to be the next clause which I have already read into the record. I will not do it again, but it is on page 21 also.

Mr. Chairman: We are getting a little repetitive.

Mrs. Cunningham: I know.

Mr. Chairman: We are still dealing with the minister's responses to questions raised by the two opposition critics. If I may move us along to ask—

Mr. R. F. Johnston: Just one point of clarification: Is the federal older-worker adjustment program part of the CJS figures outside of it in terms of its money?

Interjection.

Mr. R. F. Johnston: It is outside of it. Okay, I will cover that when we get to Transitions then.

Mr. Chairman: Minister, do you have further responses to earlier questions asked? We should get those cleared up before we move on.

Hon. Mr. Curling: In a supplementary way, questions were asked about women in trade, and maybe it would be relevant to carry through on that one at this stage. I will ask Jan Rush, the assistant deputy minister for the skills training division, to come forward and talk about women in trades.

Mrs. Cunningham: Which page of the estimates?

Mr. Chairman: Who asked the question, Minister? Did both members raise it?

Hon. Mr. Curling: Both members raised the question.

Mrs. Cunningham: I think Mr. Johnston did specifically and I supported it. But which page is it?

Hon. Mr. Curling: Let's try page 37, under the Canada-Ontario agreement on training.

Mrs. Cunningham: Is this part of the same agreement, this agreement on training?

Hon. Mr. Curling: Yes. It is also under skills training. Look at page 7 under administration. It is just a matter of the separation of where the funds are. The provincial aspect of it is under skills training on page 7 and the federal part of it is on page 37.

Mrs. Cunningham: I understand that. I just do not see the specific budget line for women.

Hon. Mr. Curling: There is no specific budget line for women in training.

Mrs. Cunningham: What are you talking to today then?

Hon. Mr. Curling: We are addressing a question that was raised about women in trades.

Mr. Chairman: The level of women's participation in the various trades.

Mr. R. F. Johnston: Is that the one we are responding to?

Mr. Chairman: Is it in relation to that or is it in relation to questions asked earlier?

Hon. Mr. Curling: It is in relation to the question asked earlier.

Mr. Chairman: As you recall, the matter was raised in your opening statement.

Mr. R. F. Johnston: Give the response and then I will know.

Ms. Rush: There were a number of questions raised about the participation of women in apprenticeship, and I believe we will be tabling some statistics that are probably too voluminous to read to you about women in particular trades, especially the 66 regulated trades. But we have a listing for you that we will table later in the estimates.

I could talk in more general terms about initiatives that we are undertaking to increase the participation of women. Statistically, the proportion of women has declined because the number of apprentices in the services area, particularly hairdressing, has declined. There is some encouragement in the sense that the participation of women in nontraditional trades is increasing. It is not numerically enough to offset the decrease, especially in the hairstyling end, where that number is decreasing. That explains the percentage decrease.

1620

In terms of activities, the ministry is active on many fronts to increase the number of women in trades. First of all, in our own recruitment efforts we have increased the number of women who are industrial training officers, so that now 19 per cent of our own people in the field are women. We think this is an important statement to be making. Certainly one of the roles of these people is to market and promote apprenticeship in the province. By having female officers on our own staff, we feel that we are putting forward a role model of sorts for young women.

We are working also with a number of our networks and partners in training to encourage specific programs and initiatives for increasing the number of women in trades. In Ottawa-Carleton, with the community industrial training committee, we are helping them to sponsor a modified apprenticeship program in the motor vehicle area. This is particularly tailored towards

the needs of women in that area and has a different formula and scheduling of in-class training and job placement assistance. In Windsor, we have been working in a similar fashion with the metal-cutting trades.

When we find a particular initiative like the northern Ontario relocation program, we are working very actively out of our northern offices to encourage the contractors that will be bidding for the government's relocation program to hire women as apprentices. We have already been successful in that area. There is one plumber now registered in Sault Ste. Marie who is a woman and there is also, because of the program although not directly related to it, a second woman in North Bay. We are continuing to identify candidates for apprenticeship, so that as the contracts are let, their names will be made available.

We are also working on promotional activities, trying through our research and our marketing department to understand more specifically what is going to encourage young girls. We are agreed that we need to reach into the school system very early on to encourage young girls, soon to be young women, to look at this as an option. So we are starting to tailor some of our promotional materials to be more appropriate to young women.

We are also working with colleges and school boards, with a number of the women's groups and with the excellent co-operation of the Ontario women's directorate to start promoting apprenticeship through a number of networks and provide some consulting services for women and some peer group support. We are working on such things as directories and inventories of who is there so there can be some local peer group support there.

We are encouraged by the increase in nontraditional trades but realize that numerically there is still a long way to go. We have a number of attitudes of both young girls themselves and their parents, employers and their co-workers to work on. We are trying to move on all of these fronts and hope that once more women start to be hired, the peer group effect and the fact that there are women in the workplace will accelerate the pace and that more women will indeed take advantage of these career opportunities.

Mr. Chairman: Thank you very much. Supplementary questions on the response?

Mr. R. F. Johnston: I do not want to quibble with the statistics, but there has been a real increase in the number of apprentices, as well as there being a percentage decrease in the number

of women participating. So it is not exactly correct to say that it is just the jobs in hairdressing which have caused the problem. The point is that there are 45,000 apprentices, as I recall the figure you gave out the other day, whereas it was 41,000 the year before; yet the percentage of women has dropped within that. I just wanted to couch it again in those realistic terms, if I could.

In the Ottawa example, for instance, around automobile technicians, what are the numbers that are involved?

Ms. Rush: Twenty women.

One other example I could offer is in Oshawa. General Motors, with our support and direct involvement, undertook a special project to encourage women working in other areas of the company to move into apprenticeable trades. They have been very pleased with the results. One of the measures, of course, is who is actually going to enter this and stay with the apprenticeship program, and they are very pleased with their early results, that the project has been successful.

That is another area we will pursue: women already employed by a company but perhaps in clerical or office administration being able to take advantage of higher pay scales and broader opportunities in moving to the plant floor.

Mr. R. F. Johnston: This would be a very important way of counteracting the fact that most training for women does not seem to be giving them upward mobility; it seems to be giving them lateral mobility and that is all. That would be a useful thing.

I recently spoke to a group of students at Centennial College. Half of the group that came down were from the automobile technician class and they were all men, all of them. I was very surprised at that. I am wondering therefore what we are doing specifically with the colleges in terms of recruitment for programs like that. I would have expected to have at least a few token women in the class, if nothing else; or I wonder why do not have some very specific program involved in terms of affirmative action at the colleges.

Hon. Mr. Curling: The apprenticeship programs offered by the colleges are quite sensitive to the situation of bringing women into the nontraditional fields.

Mr. R. F. Johnston: All I can tell you is that those in this class gave their reasons and concerns about their job prospects after, as well as the problems of the equipment they were dealing with in terms of not being state of the art. I asked

the 25 or so who were in this class to put up their hands, and they were all male, all of them.

Hon. Mr. Curling: I hope that is not really the case across the board. I hope not, because that is really a sad case.

Mr. R. F. Johnston: Do you know, Ms. Rush? What do you know about the profile in the colleges, college by college, about the participation rates in these kinds of courses, and what do you do with them to adjust when you discover something like this?

Ms. Rush: If I could just backtrack for a bit, all apprentices taking their class time in the college system are registered under our programs, so the numbers are there. At any point in time, apprentices are either doing their on-the-job component or are in the schools. The recruitment for apprenticeship takes place in the private sector and they have to get a job and be employed first. Then they begin their program of a combination of on-the-job training and in-school training. So the colleges are providing the classroom instruction component under the apprenticeship program.

All the numbers we have and the registrations we have will be reflected in the male-female split in the classrooms themselves. The colleges can certainly play a role in their career counselling aspect or in their awareness of other opportunities for their students, but apprentices have already become apprentices in most cases before they start their school program.

Mr. R. F. Johnston: I understand that, but I am not just talking about apprentices here. I am talking more about course selection in which apprentices often are part of a group. Some of them may be taking apprenticeships and others may not.

I was wondering what your role is in terms of overall training and the role of that other ministry in terms of the participation in those kinds of usually male jobs and this training. I am wondering whether you have any input there at all in terms of affirmative action plans or that sort of thing, or is that all left up to the Ministry of Colleges and Universities to deal with?

Hon. Mr. Curling: The Ministry of Colleges and Universities has been monitoring that and has some statistics that would help you in that respect. I do not know if we have any statistics on that. That is being monitored by Colleges and Universities.

At all times when I speak about training to the other ministers, I suggest they be sensitive of the workforce that is there, the resource that is there

that could be used and should be used, and not in a token sense; if there are women there, to encourage them to do so. As you know, there is a minister who is responsible for women and his job is also in the same direction.

Mr. R. F. Johnston: We will be talking to him later. Can we move off apprenticeships for a second?

1630

Mrs. O'Neill: May I just ask a supplementary? Does each of the community colleges have a person who has the responsibility for women in nontraditional positions? I know Algonquin does, but that is the only community college where I can verify that in my own mind. Her sole responsibility is to enlist community support and develop curriculum for women in nontraditional occupations.

Hon. Mr. Curling: I know they have employment equity co-ordinators but I do not know if I can answer for all the community colleges. I presume that would be monitored by the Minister of Colleges and Universities (Mrs. McLeod).

Mrs. O'Neill: Do you think we could get access to that information through your ministry, or what is the best way to go about that? It seems very relevant to this particular discussion. If there is no advocate at all on the staff? It was brought to my mind when I heard Mr. Johnston commenting about this group of students coming with absolutely no female representation, and you have the absolute opposite at the other end of the province where you have a whole classful in the same subject area. There is something wrong with the message.

Hon. Mr. Curling: I think what the assistant deputy minister was saying is that when those people come into the class, they have been selected by the employer out there already. So they have no control over who the employer selected to do the apprenticeship program. Twenty-five men are in that class, but those selections were made before. To suggest that the college should say, "I am going to turn them back and you must have a ratio here of women within this program" is impractical. It would be difficult for the colleges to monitor that part of it because the employers were doing the recruiting and sending them to the colleges.

Mrs. O'Neill: But what I am talking about is the whole aspect of the community college counselling, the development of human resources and the assets that go with the curriculum development within a community college.

It seems to me it is very different from the equity issue. It is a whole attitudinal change, which is what I think your ministry is trying to be about in many of these areas. That is why I really think it would be helpful to your ministry and certainly to us in general to know if the community colleges are using an approach that would help women go into professions where they are not normally present at the moment.

As I say, I know we have a very strong advocate who often appears in the media in my area. I just did not think there were such people in other areas, but I guess if there were, other people would know about them and I am not hearing anybody speaking at the moment.

Mr. R. F. Johnston: There are some in the universities.

Mrs. O'Neill: But do they all have these people?

Mr. R. F. Johnston: I am not sure if the function is what you are specifically wanting it to be in all those cases, but almost all of them have a sort of affirmative action officer within the college at the moment. Whether they are as plugged into those kind of ratios within specific classes or not is something I am not aware of.

Mr. Chairman: It seems to me that such a person would have to work with the employers.

Mrs. O'Neill: Exactly, and that is what this person does.

Hon. Mr. Curling: I think specifically we at the Ministry of Skills Development do not have personnel there who do that. The colleges' and universities' personnel address that issue.

Mrs. O'Neill: You have no one in your ministry with that specific duty to develop women's pursuits into the nontraditional? Is that what you are saying?

Hon. Mr. Curling: Our industrial training consultants are there, sensitive to the need to sensitize the community colleges to what we want and what we are looking for in training.

Mrs. O'Neill: And almost 20 per cent of these people are now women? Is that what you are suggesting when you talk about these—

Hon. Mr. Curling: That is the statistic, yes.

Mrs. O'Neill: Okay. I guess I should let someone else go, but I do feel that this has been a very good initiative in my community.

Mrs. Cunningham: I share the member's concerns and certainly welcome her line of questioning.

The only thing I can add is that there are budgets for what Mrs. O'Neill is talking about at

the universities. How they are being spent is what you would be most interested in finding out and that is the problem.

To go back to this issue, I thought Jan Rush made a very important observation that should not be overlooked—probably an extremely important one—in response to this question and in the whole area of apprenticeships themselves. That is, to market and promote it is the real challenge, especially of course to women, and the fact that you are just beginning to work the school boards. There is the idea of having to go out and get a job some time, maybe not even having very good training, leaving school at age 16 or 17 or whatever, working somewhere and then somebody finding you and putting you into an apprenticeship program. That is the way it works. We are simply losing many of our young people who have tremendous potential.

Fine, I could really be critical right now and say: "You have this goal of \$20,000. I think that is a remarkable goal, but the fact is that we did not, at least until this point in time, have the federal funding to back it up." That was part of the problem in the negotiations. We are counting on you, and I will be watching very carefully to see how this next round goes.

Mr. Black: You can't get blood from a stone.

Mrs. Cunningham: He has told me he is tough.

The fact of the matter is that we have to change the way we are doing it. I would be interested in asking Ms. Rush a question, if that is all right, Mr. Chairman.

Mr. Chairman: Certainly.

Mrs. Cunningham: In your work, as you go about with the industrial training officers, 19 per cent of whom are women, you are basically working, you said, with the employers. Is that correct?

Ms. Rush: Most of the time it is with the employers, but they also spend a fair portion of their time promoting and marketing apprenticeship and they do speak at schools. They participate in career days and in many events that are now being sponsored by industry groups or community industrial training committees. So a portion of their job is promotion and marketing of apprenticeship to young people or anyone who might want to be an apprentice.

Mrs. Cunningham: I am familiar with the career days and have actually come into contact with a couple of your bright people who are doing a wonderful job with a very demanding audience sometimes. But the problem is that it is not unlike

the conference that we talked about. The young people have to quit school and go out and get a job before they can get into an apprenticeship program right now. That is the way it is set up. Tell me if I am wrong. What do you tell them?

Ms. Rush: We have two very exciting initiatives with two school boards in the province now that are addressing that problem. In Wellington and Timiskaming we now have a part-time program for apprenticeship and staying in school. We are very pleased with the initiatives that these two boards have taken and we expect that is one that will be picked up in other areas. It is a possibility for young persons now to stay in school and extend the time it will take them to get their grade 12 diplomas and also be hired as apprentices, and take longer to get their credit time for apprenticeship.

It is not the dual system as it is practised in Germany, but I think it is a version of it that is particularly appropriate to Ontario. We were very supportive of that initiative and are very pleased. I think that is a small step towards addressing some of that.

Mrs. Cunningham: I commend you for that. If you or your staff of industrial training officers have been responsible, you have a lot more insight, foresight and common sense than a lot of your predecessors who have never been able to make that happen.

Ms. Rush: I think the Ministry of Education and the boards deserve a lot of that credit, as well.

Mrs. Cunningham: That is great, especially those two school boards.

Hon. Mr. Curling: You've got to start somewhere.

Mrs. Cunningham: Here is your chance to shine, I tell you.

If you talk to the teacher federations right now, they are not totally sure of what is happening. In talking to two or three technical education groups in the last two or three months, as I have tried to do my homework and get the research in line, there is the place to start; if you are going to get somebody into it, you had better get people into technical education programs as well. Those are the kind of people who, at least in grade 9, are going to have that kind of a mindset. Right now, we are losing them.

There are fewer students doing any technical training than in, at least, the last decade in this province. This is the second year of that downfall. There are fewer teachers in training. Even if you and I were to convince them that this

is what they ought to be doing, heaven only help your staff, as we have nobody in training. Those are the kinds of teachers who can work with the apprenticeship people, especially women, to get them into these nontraditional jobs, but we are going backwards. Education has fewer teachers in training and fewer students taking the program.

1640

This is a line-by-line thing where we are talking about programs that work, and I will tell you, you could come out and really say apprenticeship programs are working if you could convince the Minister of Education (Mr. Ward), who does not answer my questions, and you do not either very often. The Minister of Education did not answer my question on this whole issue of apprenticeship programs. You did on that one, and I commend you for it, but your ministry is going to have to get some clout with the Minister of Education.

I am expecting that Mr. Black will be speaking to this topic, since I know how he feels about it. We were colleagues many years ago—it was not that long ago, was it?

Mr. Black: I was just going to say, speak for yourself.

Mrs. Cunningham: Yes, that is right; we do.

The point of the matter is that I know we are correct in this, and I commend you for the inroads you have made. As my last question to Jan, my understanding is that those programs are not up yet. I will get the boards mixed up here, but I think one is starting in January and the other is starting next September. Am I correct?

Ms. Rush: Yes.

Mrs. Cunningham: If we are looking at them as pilots, please make them very short pilots, because it is just common sense and the last thing the parents want to hear is, "We have a pilot project." It is common sense that kids should not have to quit school in order to become apprenticed.

End of lecture. Thank you very much.

Mr. Chairman: It is interesting that you mention Mr. Black, because he is on next with a supplementary.

Mrs. Cunningham: I figured he would be once I got going.

Mr. Black: I would direct the question to the minister or any of his staff.

It seems to me that quite often in talking about apprenticeships in Ontario, we miss some of the key factors that play a big role. One is the role played by labour unions in perhaps limiting the

number of apprentices that can be taken into any particular trade, the fact that quotas are put in place because of that or other factors, so that we have many situations in rural Ontario particularly where the ratios that are required of tradesmen to apprentices prohibit the movement of young people into apprenticeships. I would appreciate any comments you could make on that or any explanations you or members of your staff might offer.

Hon. Mr. Curling: We have tried since I have been here and I have got good results working with the unions, because it does affect the unions themselves. We must work together and we have got great co-operation from the unions.

As you know, some of the apprenticeship programs are regulated with a ratio, and to change that, regulations would have to change. It is obvious that we can change the ratio in the process of working just from within the ministry itself, but again this negotiation and attitude would have to change.

I would say that the results we are getting from the unions are very encouraging. They are not being excluded in the least, because they are very strong. The employers, the unions, the schools, all have to play a very important role in how we get nontraditional—and also how we have the apprenticeship ratio change, the duration and all that.

I will ask Jan to respond to you specifically on some of the improvements that have been made so far.

Ms. Rush: The regulations under the Apprenticeship and Tradesmen's Qualification Act define the ratios, as we can describe them, that you are talking about. The minister and the ministry are advised by what is called a provincial committee for each major trade area, and those committees are made up of members of labour and employers and other interested parties. These provincial advisory committees, or PACs, help us discuss any changes to the ratios.

The ratios are in place to ensure that the quality of training is maintained, to ensure there is an appropriate relationship and, along with the standards that we put forward as a ministry, to make sure that apprentices do indeed receive the training that they need.

It is a complicated issue and people's viewpoints on it can be very strong, but these provincial advisory committees are now discussing the ratios in some of the major areas, and their meeting is coming up this winter. It is something, however, on which we feel quite strongly we

need a lot of consultation with industry and with the unions, and we look to these committees to advise us as to the appropriate ratio.

It is an area where we certainly receive a lot of communication and are looking at carpenters, plumbers, sheet metal, refrigeration and air-conditioning workers, all of these major groups. The process of looking at the ratios will be starting this winter.

Mr. Black: If I may follow up on that, I would like to pursue this a little. In establishing ratios, do you attempt to recognize the differences in different regions of the province?

Ms. Rush: Not so far. They are done by trade group, not by region.

Mr. Black: Let me give you an example of what happens with your ratios in my area, Muskoka. It is almost impossible to attract tradesmen up there in the field of electricians or plumbers. The current ratio, I think, for both of those trades is three to one: three tradesmen to one apprenticeship.

Ms. Rush: After the initial one to one.

Mr. Black: After the initial. If an electrical contractor cannot hire a licensed electrician—and he cannot because he cannot get anyone to come up to that area to work—then it means he is unable to expand his apprenticeship for it. One in particular whom I am conscious of has, at the present time, four or five young men working on his workforce who would love to become apprentices, who would love eventually to become licensed tradesmen, and he has no way of taking them on as apprentices because he cannot hire the tradesmen.

A reduction of that ratio even to two to one in a rural area would make a great deal of sense. Are your advisory committees made up of sufficient representatives from other parts of Ontario, other than Toronto, to get those kinds of flavours? What works for Metro and what works for southern Ontario does not necessarily work in the remote parts of the province.

Ms. Rush: We do try to make sure that the balance of provincial advisory committee members is not only between small and large employers but is geographically spread across the province. We are trying to ensure that these committees are active ones and that the members are people who are interested and want to participate. We are looking to revitalize some of the committees to ensure that we get that representation.

Mr. Black: My last question is simply one on flexibility. Given a ratio that currently exists,

does your ministry interpret those ratios with some flexibility to recognize the real needs of certain parts of this province? In other words, can I go back to my electrician, who also is a plumber, who wants to put more apprentices on staff, and say to him, "Yes, you may apply for special consideration because the Ministry of Skills Development is a very flexible organization that is truly open and approachable, as are all ministries of this government, and you can make application and it will be considered"?

Ms. Rush: We might be flexible. I am afraid the legislation does not allow us much leeway in certain trades. There is one area that your constituents might be interested in, though, and that is if they get together as a group and pool their resources, there is a way that they can hire apprentices and share them. That is happening in other smaller communities. It is both an issue of the ratio in smaller firms and of the ability of some smaller firms to have a full-time apprentice. We are certainly flexible in interpreting the employer-employee relationship to allow that to happen.

Mr. Black: Good. Thank you.

Mr. Villeneuve: Just as a short supplementary to that, is there some possibility or chance of changing the criteria when establishing ratios for, as Mr. Black has just mentioned, other parts of Ontario which are away from the urban areas? In the area that I represent, we often run into a problem where the Ministry of Labour comes into a shop and there is a junior person there who is not an apprentice, be it in plumbing, tinsmithing or whatever, and that person is obliged to discontinue employment in an area where jobs are not that plentiful. You run into a real snag. Regarding the criteria here, the legislation possibly, where your ratios are established, is there a possibility that the government will look at this in the near future to change those ratios?

Hon. Mr. Curling: Actually, what you are saying is that we should consider the region and how we administer the apprenticeship program in different regions.

Mr. Villeneuve: Particularly as it involves ratios.

Hon. Mr. Curling: The question would be then to ask, if that individual is being trained that way, would we give the same credit to the person? If he moves to Toronto, do we give him the same credit for the time he puts in the apprenticeship? I think we have to be universal, provincial, in our administrative role in the apprenticeship program more than regional. I do

not know if I am answering your question in that respect.

Mr. Villeneuve: Our needs in eastern and northern Ontario are very different than they are in this city or in parts of southwestern Ontario. I have had some employers come to me and say, "The Ministry of Labour has told this young person whom I have working for me that because he is not on an apprenticeship program he cannot work for me," and yet the apprenticeship program may not be available to them because of ratios.

1650

Hon. Mr. Curling: I think there are two things we are talking about here. We are talking about qualifications, about moving towards a qualified journeyman in that respect when we are talking about a shortage and a need in one area. So in addressing the qualification aspect of it, one has to go through the proper procedure to be a journeyman. I think you are saying that we are too sensitive in the sense that we may compromise on the credibility of that journeyman as soon as he or she graduates.

Mr. Villeneuve: I would like to see some flexibility there, more than there is now.

Hon. Mr. Curling: I just want to be sensitive to that when we address it.

Mr. Villeneuve: Thank you.

Mr. Chairman: Mr. Johnston, did you have further supplementaries on this subject?

Mr. R. F. Johnston: I did; exactly. I am a little perturbed in a policy sense to see that we are still dealing very much on a pilot basis, whether it is the apprenticeship plan in Ottawa or whether it is the school notion you have come up with. At what stage do we actually come up with some organized social policy on this in terms of affirmative action and how long do you envisage us proceeding on this kind of pilot basis, which frankly is not going to make any discernable difference for the next little while? How long do you see this going on for?

Hon. Mr. Curling: You know, I empathize with this situation too. I would like to see it move faster and get it moving into a direction where we can see the results we can get in utilizing all the resources we have with women in the workforce.

We know we are encountering many barriers as we proceed to change people's attitude to things, not only in planting programs but we have to educate the individual. Where do we start from? Sometimes we feel if we start a program immediately, we also feel we may have to start much earlier in the program to sensitize people,

women, into nontraditional roles. Pilot projects give us an opportunity—what do I want to say?—to get the cobwebs out of the system or to address some of the sensitive issues that may arise and all that.

I think it is a good way to do it. It is a cautious way, yes, but I think it is not one of those temporary measures that will go away and will not address the issues. I think we will expand on the program. I am more optimistic than you are.

Mr. R. F. Johnston: I hope so. I have seen too many pilot projects that have come and gone rather than stayed and become the beginning of major new policy initiatives.

Hon. Mr. Curling: I take that under advisement too; you have been around longer than I have and have seen these pilot projects.

Mr. R. F. Johnston: Too long.

Hon. Mr. Curling: When you say things like that it tells me to go back and, in discussing it with the bureaucrats, say: "Here is an expert's advice, he is saying many pilot projects have come and died. We had better make sure about this one." Our intention is to expand and make it grow. Just as Skills Development is not a pilot project or pilot ministry; it is a ministry that will grow. The demands will be there and will be addressed, as will the needs themselves.

Mr. R. F. Johnston: I am giving advice so that you can establish your own evaluation and you will not have to worry about—

Hon. Mr. Curling: I get very sensitive when very intelligent people make remarks like that: "Should this ministry exist?" I respond and am very excited when those questions are asked. It allows me to look within again and come forward with programs like these, which you seem to be supporting very strongly; and to hear also from the third party saying the good things we are doing in Skills Development. There is much more to be done.

Mr. Black: I was impressed.

Mr. Beer: We are very excited.

Hon. Mr. Curling: I am not surprised at all that the honourable member takes that position because we have taken the time—

Mr. R. F. Johnston: Mr. Beer is excited. I am frankly not excited by 20 women taking part in auto technical—

Hon. Mr. Curling: —to brief all my critics on the things we are doing.

Mr. R. F. Johnston: I want to know two things other than this. What is the case load for

your consultants? What is the average case load? What is the highest case load you have?

Ms. Rush: The average case load is 450 clients. The highest level is 1,100. In the area of the highest level there are some huge, large, single employers, which makes the job of that consultant somewhat easier than the numbers might indicate.

Mr. R. F. Johnston: Are these up or down from the noncabinet submission in which you indicated that—

Hon. Mr. Curling: What cabinet submission?

Mr. R. F. Johnston: The noncabinet submission—not signed by you, only signed by your deputy, so it has absolutely no status at all—that said that the average is 420 apprentices and 225 employers. Are you now saying we are up to 450 from the 420?

Hon. Mr. Curling: In general, I hear the case loads remain rather constant. I cannot respond to a noncabinet submission.

Mr. R. F. Johnston: Even if it were signed by your deputy? But we are now hearing there were 450 rather than 420; and rather than a high of 900, as indicated in that document, the high is now 1,100.

Ms. Rush: That is the latest data I have.

Mr. R. F. Johnston: Thank you. I wonder just how effective they can possibly be in terms of the kind of affirmative action role that is required for them out there; that was my first thing.

Do you have the answer to the supplementary question I asked on the other matter, on Canadian Jobs Strategy programs in Ontario in terms of the numbers?

Ms. Rush: No, I do not.

Mr. R. F. Johnston: What about Transitions? Do you have that, or is there somebody else who has those figures?

Hon. Mr. Curling: Yes.

Mr. R. F. Johnston: The women in that, okay; it is the women's participation in Transitions I am interested in. That is why I asked.

Hon. Mr. Curling: When we get into Transitions and that kind of stuff—

Mr. Chairman: We can call Jan Rush back at that time.

Mr. R. F. Johnston: Happy to see her again.

Mr. Chairman: Before we leave this; Mr. McGuinty, do you still have a supplementary or a comment?

Mr. McGuinty: I will try to put a question. It is more of an observation. I think the minister has taken care of it very effectively. I think Mrs. Cunningham—I appreciate it because I share her concern as well—has a certain degree of frustration regarding the effectiveness of the programs we are dealing with in regard to apprenticeship and otherwise.

I would simply state again that what I think the minister has said very effectively is that in the effort to develop consciousness of a training culture, we are really dealing with something that has to do with ideas, concepts, interests and indeed prejudices that are very much ingrained, especially with regard to women in the workforce.

I think there have been very effective steps in that regard with the Wellington school board and other school boards. I know the Ottawa Board of Education currently has this program under review. We have a difficult problem. First, we are not getting the supply of skilled tradesmen from abroad. Second, if you think for a moment of the slogan "Blue is beautiful," it is not really a trite phrase. It has to do with the problem we have of getting across to young people that work in a trade is a legitimate, worthwhile and valuable vocation.

I spent two summers in Germany as a guest of the republic's government. I studied there, at some length, how they have done it very effectively. A kid goes to school to the end of grade 12. Then he may be apprenticed unless he is in a Gymnasium, where he goes on to university. If he goes to a program as an apprentice, he comes back to school, to an institute, for a while. He studies German language, art, history, culture and so forth. Over a period of time, in Europe they have alleviated this idea of the trades as being somehow second class. I can recall being told as a kid in Ottawa, "Go to a technical school because you are too stupid to go anywhere else." They picked up the fallouts from the academic programs.

Mr. Black: They surely were not talking about you.

Mr. McGuinty: Meself; exactly.

Really, I think we have a big problem here. The minister commented on it very effectively. We have to have the co-operation of labour, industry, schools, school counsellors and parents. It is part of the atmosphere we breathe in society. That is why the phrase "training culture" is such an apt one.

It is a difficult and frustrating thing. I will ask the minister, if I can ask a question after that

commentary, do you see that we are making inroads in that regard, not only with regard to women in the workforce but also with overcoming this ingrained attitude that young people have that the trades after high school are somehow second class?

1700

Hon. Mr. Curling: If I can comment, I read an article this morning called "Workplace Equality a Distant Dream," by Catherine Dunphy of the Toronto Star. She said, "We can notice improvement, especially in nontraditional areas for women, but not a marked improvement in attitudes and opportunities for women to get ahead." In other words, I would say yes, I see some improvement, but not as much as we thought there would be. I think the problem, as you rightly said, lies way back in what kind of courses people are taking, because by the time they reach grades 9 and 10 they are asked: "What would you like to be? Make up your mind now what you want to be."

We see it in the homes when a child is born. I mentioned that in my opening remarks. If it is a boy, there are the kinds of toys we give and how we already take them towards that direction. We have to have that kind of attitudinal change.

I do not think the changes are coming that fast. I think there is a lot more to be done, a lot of work to be done. That is why I feel the importance—I am not defending the ministry—of the Ministry of Skills Development, where those skills start. My colleague Mr. Johnston spoke of a spot in Centennial College. As you look at one place, 25 men are in this program. Where is that coming from? We have to go way back in the workplace. Again, the employer who is doing the employment would say, "Even when I advertise, the people who come forward for the job are all male." Where do we start down the line? Progress is slow, but I think we are getting ahead and that is why we are here to sensitize all the parties to be aware of the situation.

Mr. Chairman: Minister, do you have other responses?

Hon. Mr. Curling: I just want to respond. Can I go on to respond?

Mr. Chairman: Please do.

Hon. Mr. Curling: I have a dual role here with the Transitions program and the help centre program, because questions are going to be asked back and forth in this respect.

Before I do that, I want to ask Dr. Frank Whittingham, who is the general manager for the labour market research, to come forward and sit

there, and the assistant deputy Jan Rush to remain here, because the questions are going to go back and forth and they give you an overview of some statistics on older workers; the lay of the land, as we would say.

Mr. Chairman: Dr. Whittingham; this is with respect to Transitions and help centres?

Hon. Mr. Curling: Yes, with older workers.

Mr. Chairman: Older workers? Will this also cover the Program for Older Worker Adjustment?

Hon. Mr. Curling: No, but he could address some of the questions, because he gives some statistics there about where the older workers are and who they are.

Dr. Whittingham: I just want to provide a little framework or background material on the older worker labour market in Ontario. As you probably know from looking at statistics that Statistics Canada puts out, the labour market situation for older workers has improved as the economy has improved in recent years.

As of November of this past year, the unemployment rate for workers 45 years of age and over was down to 3.3 per cent; but the incidence of that rate of unemployment for older workers really masks the problem, a much better reflection of the problem older workers have in the labour market is the average duration of unemployment. If one looks at the average duration for November of last year, it is approximately around five months, whereas for younger workers, those 24 or under, that average duration is around two months.

That duration of unemployment really signals something; and what it signals, based on the analyses we have done, is that older workers, as long as they have an attachment to an employer, do have certain safeguards and are to some extent insulated from gyrations in the economy.

The seniority systems in place either under collective agreements, or for many nonunion employers as part of their personnel practices, provide many of those protections in terms of layoff according to seniority, which means your older workers are the last to be laid off during a downturn and they get first call for recall. They have certain built-in protections.

The problem occurs when they get caught up in a plant closure situation as a result of industrial restructuring, downsizing, whatever words we want to use to describe industrial restructuring. Then they are in trouble.

They have had long years of service with one employer. In many cases, they have developed

highly specific skills. They have not had to search for a job for many years. They have not had to sell themselves to alternative employers. The highly specific skills they have developed they will find very difficult to market, because many of them will be forced to shift out of the manufacturing sector where most of the industrial restructuring is occurring and where there is the highest concentration of older workers becoming redundant.

The key sector for alternative employment, of course, is the service sector; but for an older worker, with the types of characteristics we are talking about, to shift into a service sector industry—where the skills, in terms of interpersonal skills, communication skills, etc., will be much different—is a very difficult task indeed. The work we have done around trying to analyse and identify the labour market adjustment difficulty older workers have really leads us to conclusions that I am sure you will not find very surprising.

The time lost between when they lose their job and find a new job, is much longer on average for older workers than younger workers. The earnings loss associated with taking the new job—in other words the decline in weekly earnings that they take when they do take an alternative job—is much higher for older workers than younger workers.

There is a real, fundamental problem older workers have when they lose that attachment with the employer with whom they have been associated for many years. The problem in terms of where the demographics are taking the problem will become larger as we move into the 1990s. The industrial restructuring will be with us.

It will be to some extent accelerated as a result of the Canada-United States trade agreement. With or without the Canada-US trade agreement, we would have considerable industrial restructuring continuing because of offshore competition from other countries.

1710

Persons 45 and over, as we move into the next decade, will be one of the fastest-growing population groups as the baby boom sweeps through and we have that ageing of the population. Within that category of 45-plus, the number of persons 45 to 54 will grow the fastest. Those are the people who, if they do become redundant, have the longest period of time to continue to survive in the labour market. Straight income support for those people is probably not the

alternative. They have too many productive years left.

The last point I would like to make around the older labour market situation in Ontario is that not all of the 47,000 unemployed as of last November, which is the most recent statistic we have, would be eligible for a program like Transitions. Many of those 47,000 become unemployed on a temporary basis and will get recalled by their employers. Some of them have become unemployed for seasonal reasons. Some of them have voluntarily quit and have gone searching for another job.

If you try to ballpark more precisely just what the population group is out there for a program like Transitions, it is probably closer to about a third of that 47,000, which takes the number down to around 15,000 to 16,000. That is all the background, Minister, that I wanted to present.

Hon. Mr. Curling: If you want to ask a specific question on the statistics, then we could get into the program, Transitions, and we also could get into the program of the help centres.

Mrs. Cunningham: Let's do Transitions now.

Mr. Chairman: Have you more information on Transitions?

Hon. Mr. Curling: We will move into Transitions, and I will just make a comment here about Transitions because he has just given us the statistical background.

Mr. Chairman: As I understand it, Dr. Whittingham has presented some background information. We have supplementary questions. Please restrict it to questions and then we can move into more information that the minister has on this Transitions program itself.

Are there any questions of clarification, so to speak, to Dr. Whittingham?

Mrs. Cunningham: I wanted to ask you about your role with regard to these numbers. I will certainly buy into your one third. We could make it sound so much worse than that if we were talking about eligible candidates for programming. Is that 47,000 number a current number for this month?

Dr. Whittingham: It is the most recent month, November 1988.

Mrs. Cunningham: Okay, because the number I have been using was 38,000. It does not matter, I will buy into yours. Yours is somewhat more significant. I was just hoping there was not a great leap over a period of months, but I will look into my source there.

Are you the person who would be responsible for the programming?

Dr. Whittingham: No.

Mrs. Cunningham: What is your role then?

Dr. Whittingham: We provide the background analyses that support the policy and program development process within the ministry. The labour market research group is part of the policy and development division.

Hon. Mr. Curling: We provide the policy and hence we have a program called Transitions.

Mr. R. F. Johnston: Why do you keep ignoring them? That's what I want to know.

Mrs. Cunningham: You look like a very good adviser. We will deal with the minister later.

Do you have a staff that provides the background information on labour market analysis and what not?

Dr. Whittingham: Yes. We have a labour market research group. We rely very heavily on Statistics Canada survey data, regular surveys; plus special survey files we acquire from Statscan, plus the occasional special survey that we undertake ourselves. Our work is in support of the policy development process in the ministry and the program review and program design process.

Mrs. Cunningham: How many staff do you have?

Dr. Whittingham: Within the labour market research group we have a complement of 14.

Mrs. Cunningham: So you are called into discussions around program and program reviews. You would be familiar with the Transitions program itself?

Dr. Whittingham: I know the characteristics of the program, yes.

Mrs. Cunningham: The number that I had in the program in that same month was 1,787. Is that a rounded number, would you think? Your 47,000 number was a little bit different from mine. Are you talking about 2,000 people taking advantage of it?

Dr. Whittingham: Taking advantage of—

Mrs. Cunningham: Of the Transitions program; approximately, I may be exaggerating upward.

Dr. Whittingham: I think it would be more appropriate for the minister or the deputy to respond.

Mr. Chairman: I think we will get into that later.

Mrs. Cunningham: The reason I was asking is I thought that was Dr. Whittingham's responsibility. It is not.

Mr. Chairman: No.

Dr. Whittingham: No.

Mrs. Cunningham: Okay.

Mr. Chairman: Richard, you are next.

Mr. R. F. Johnston: My questions are on the start-up program.

Mr. Chairman: Okay. Ken.

Mr. Black: Dr. Whittingham, can I get a clarification? Did I understand you to say that the problems of the older worker will be increased under the free trade agreement, in your view?

Dr. Whittingham: I think the free trade agreement will accelerate the pace of industrial restructuring that we have had over the past decade and a half. A lot of that industrial restructuring will be heavily concentrated in the manufacturing sector, and that is where you have a very high concentration of older workers who have long years of service. They came into the workforce in the 1950s and have spent many years of stable employment. They had the benefit of that period of relative stability which started to turn the other way a decade or so ago.

Mr. Black: That acceleration you speak of: Have you done estimates as to the extent of that, say in the next decade?

Dr. Whittingham: No. We have not attempted to come up with any ballpark estimates on how many jobs might become redundant. We have not attempted to do any broad-based analyses along those lines.

Mr. Black: But you do have sort of a gut feeling that it is going to accelerate the process?

Dr. Whittingham: I think it is a reasonable position to take that the Canada-US trade agreement will accelerate the pace of industrial restructuring. If one looks at the industries which will be sensitive to tariff reductions between Canada and the United States, I think one has to come to that conclusion.

Mr. Black: Thank you very much, Mr. Chairman.

Mrs. Cunningham: Just on the term—

Mr. Chairman: I would hate to see us get sidetracked.

Mrs. Cunningham: This is just on the term "industrial restructuring," because I want to make sure I understand it. In looking at the Economic Council of Canada's comments on industrial restructuring—are you familiar with

those? They were released some time in the last week of December or something.

Dr. Whittingham: I have seen the council's work around the trade issues and labour market issues.

Mrs. Cunningham: The chairman talked about industrial restructuring, but he talked about it in two ways. He talked of it as being a positive thing, meaning that there were many opportunities; and just as you talked about the negative aspect in manufacturing sectors, he did also. I guess the point I am trying to make is that he would not come out and state, projection-wise, exactly what the impact would be. The gut feeling that my colleague talked about was something that he also had, but the fact of the matter was that nobody was really quite certain. There were certain global aspects that one could look at, but he was not about to talk specifically as to any particular industry in either a positive or a negative way.

I wondered whether you had any comments on that. I was wondering if he was sort of playing it safe or whether it was a realistic observation on his part.

1720

Dr. Whittingham: I think he is being very wise, and I shall be very wise as well.

When you look at the facts of the matter, the trade agreement will be phased in over a period of 10 years. For some industries that are viewed to be most sensitive, the tariff reductions will be phased in over a period of 10 years. For those industries which have been judged to be moderately sensitive, the tariff reductions will be phased in over a period of five years.

Over that decade, we are going to continue to have tough competition from low-wage countries, which in turn is going to continue to drive industrial restructuring independent of a free trade agreement.

One cannot really predict what corporate strategies individual companies are going to develop over that 10-year period. It depends on a host of factors. It is very, very difficult to come to grips with it in some statistical sense. The chairman of the economic council is a very wise lady.

Mr. Chairman: It is a very interesting area. Our main purpose here is to get the minister's response on questions raised on Transitions. I think we should get to that.

Hon. Mr. Curling: I know that the background is rather broad and I have attempted to

address all the areas, so to speak. I asked Dr. Whittingham to do—

Mr. Chairman: Thank you, Dr. Whittingham.

Hon. Mr. Curling: Hence, on August 4, 1987, the Premier (Mr. Peterson) announced a program called Transitions. At that time, which was just about 18 months ago, we had a pool of about 26,000 displaced older workers. This was based, as Dr. Whittingham said, on 1985 statistics.

The program, as you know, provides a training credit of \$5,000 to workers who are over 45, that group that he identified who have recently become unemployed as a result of plant closures and shortage of work or business failure. As I have said, that \$5,000 credit can be used over a period of two years to purchase employment-related training, either through an employer or a training institution itself.

Mrs. Cunningham: Did you say it has been going for 18 months?

Hon. Mr. Curling: That was when it was announced. It depends on what we mean when we talk about, "it has been going." It was announced August 4, 1987, and there followed all the ingredients of startups to get the program in place and what have you.

We have processed the applicants; 2,553 older workers have participated in Transitions since August 1987.

Mr. R. F. Johnston: Participated?

Hon. Mr. Curling: Participated in some respect, applying for the program. I regard that as a matter of participation too.

Mrs. O'Neill: Will you give us that number again?

Hon. Mr. Curling: There are 2,553. We have approved 70 per cent of those who have applied, 1,787. That is as of September, though. I do not know if we have a later figure than that.

In 1987, the unemployment rate was 4.7 per cent. Today, as of December, the unemployment rate runs at 2.8 per cent, that is as of October 1988.

That in itself is the Transitions program. I know there are questions I know you were asking about how many people participated and how many programs have been approved.

I will just go on with another comment, if you would like to expand on the Transitions program here, because I think you are quite familiar with the Transitions program and how it works.

Mr. R. F. Johnston: I would rather we deal with Transitions separately from help centres and then go on to help centres afterwards.

Hon. Mr. Curling: That is fine.

Mr. Chairman: Have you more information on Transitions?

Hon. Mr. Curling: The assistant deputy can expand in more detail.

Mr. Chairman: Okay. I have Mr. Johnston on the list first for a supplementary. Are you on the list?

Mrs. Cunningham: Yes, on this point.

Mr. R. F. Johnston: First, Ms. Rush will tell us some detail.

Ms. Rush: I can provide some up-to-date statistics, if that would be helpful.

Mr. R. F. Johnston: Yes, that is what we are after.

Ms. Rush: I have numbers as of November 30, 1988. We had 2,741 applications and we had 1,924 what we call participants, which means they have been approved to get their credit card. There are 632 people who are now training. There are 36 who are doing that training with an employer and 596 who are training at institutions.

Mr. Chairman: May I have the attention of the committee for a moment. I am going to exchange positions with the vice-chairman, because I have some supplementaries I would like to ask as well.

Mr. R. F. Johnston: So a conflict-of-interest situation arises. This will reduce the questions from eastern Ontario, so it is all right.

What a savaging you are about to take; I am worried about you. Have you ever seen him when he is unleashed? It is terrible. I am going to have to really try harder now because of the competition.

Go on please: 36 with an employer, 596 with an institution.

Ms. Rush: The rest of the information I have is financial and I can answer some questions.

Mr. R. F. Johnston: How many women?

Ms. Rush: Approximately 30 per cent of the participants are women.

Mr. R. F. Johnston: Again, that is significantly below the 42 per cent participation rate in the workforce. Now can we ask questions or do you want to give us some financial information?

Ms. Rush: The cash flow against claims this year is slightly over \$1 million.

Mr. R. F. Johnston: It is \$1 million at this point, out of a \$5-million budget?

Hon. Mr. Curling: An \$8-million budget.

Mr. R. F. Johnston: As of the end of—what period is it?

Ms. Rush: November 30.

Mr. R. F. Johnston: I have some questions.

Hon. Mr. Curling: We have given all the facts; and those facts that he has he can last two or three days with. Any questions?

Mr. R. F. Johnston: You may be surprised to know that there are one or two questions coming out of this. Given the background we have heard about the dramatic situation that older workers are in and given your stats, which would indicate that there is a very low takeup in the program, a significantly small number actually training compared with those that have even been approved for a credit card, I am wondering if it is not time for a major review of how Transitions works. I guess I want to know where you are at as the minister.

I have a number of suggestions I would like to make in terms of directions it might go. I would like to know if at this stage you think that it is not meeting the need of even the reduced percentage, even if you accept the percentage the doctor has given of the workforce that would be eligible, that it is not meeting that need for a number of very specific reasons that I think are readily identifiable. Have you identified those reasons and what do you think are the major changes that you would see taking place in the Transitions program?

1730

Hon. Mr. Curling: First, I want to say that I look forward to the suggestions both you and the member for London North (Mrs. Cunningham) give. I do not make excuses for it. I tried to point out earlier on that when the program started the unemployment rate in that sector was 4.7 per cent; it is 2.8 per cent now. Also, it seems to me the length of time people are unemployed has been reduced in some respects, if I am right on this one about the unemployed.

Mr. R. F. Johnston: But an average of five months means a very high—

Hon. Mr. Curling: Yes.

Mr. R. F. Johnston: It is a high level. Even in a very good time for employment, five months is a long time.

Hon. Mr. Curling: I agree with you.

Mr. R. F. Johnston: It is an average.

Hon. Mr. Curling: I agree with you on that. Someone at 46 is in his prime, actually having children in university, having a high expenses at that time. They are also looking at retirement,

and they would not want to move down in any way. However, some may quite possibly have found jobs that offer less pay, or maybe equivalent jobs; we do not know. The suggestions you may have would be helpful if it can improve the program. I would say, though, that I do not know of any cases where we have turned anyone back, where they applied and we have turned them back.

Mr. R. F. Johnston: That is not the problem. Surely you realize the problem is not in the application and the question of eligibility. One can argue whether certain other groups should be added to the eligibility group at this stage, but if you even look at those that are eligible, getting to spend the money, getting to take the training is the problem that a lot of the workers have.

I was talking recently at the Labour Council of Metropolitan Toronto education and skills training centre. They gave me some statistics, from their perspective as an agency, that are somewhat at odds with what you are giving me. They have 119 people registered in the program; 65 applied, were eligible and received Transitions. The others would not have been eligible, which is one whole set of questions about who should be eligible.

Of the 65, only five of those have used the money. The major problem it comes down to is that there is no income support for those people while they are taking the programs. Surely it just leaps at you that is what the difficulty is with the program, that the federal government does not provide income support to those people and the provincial government does not provide income support to those people. Right?

Hon. Mr. Curling: That is right.

Mr. R. F. Johnston: That is the difficulty with the program, is it not?

Hon. Mr. Curling: Of course, income support is a very important part for anyone who is in training. They are allowed to take time off to be trained and they have to have income support. I cannot say whether I identify that as the problem. I do not know if we have done any study, except that people are saying, "We receive no income and that is the reason we have not taken up this program." I would then have to resort to my staff to see if there is anything that has been done on that.

Mr. R. F. Johnston: I would be very surprised if that has not been the number one item that has been identified. I will identify a couple of others for you in terms of other needs of these

workers. I would be very surprised if that is not the number one problem.

Hon. Mr. Curling: I stand to be corrected, but I think the member for London North indicated that they do not get income but many Transitions participants do continue to receive unemployment insurance benefits under section 39.

Mr. R. F. Johnston: For how long?

Hon. Mr. Curling: I do not know.

Interjection.

Mr. R. F. Johnston: No, no; for eight weeks.

Hon. Mr. Curling: While training on Transitions; I do not know how long.

Mr. R. F. Johnston: Eight weeks?

Mrs. Cunningham: It could be less.

Mr. R. F. Johnston: Eight weeks. As I understand it, the extensions are now being cut off. Is that not true?

Mrs. Cunningham: Do you want me to answer the question with the information I got making the phone call?

Mr. R. F. Johnston: As I understand it, from my information, the eight weeks is what you get; standard. It had been extended on a regular basis when people asked for extension of funds. Most of these people need more training than the time that is allotted. Now, as I understand it, the federal government is saying that it does not wish to extend past the eight-week period. Am I wrong?

The Vice-Chairman: Minister, I think this is a very important point. Could we ask your deputy to get this information for us for Thursday.

Mr. R. F. Johnston: I am sure you have it.

Hon. Mr. Curling: My understanding is that it is assessed, of course, by the local—what is the office called?—Canada Employment Centre which interprets how long this benefit will continue. It is not a standard time. That is my understanding.

Interjections.

The Vice-Chairman: Okay, folks, I do not think we should have private discussions. Does anyone here have a definitive answer? If not, I think we should get one.

Mrs. Cunningham: I asked a question before. I asked the question of Mr. Curling in the House. We made the contact. I do not have my federal contact's name here; I thought I did. The answer was that they were co-operating with this program as long as people are in the program, and even longer, that they are getting that

support. That was what we got in the second week of December. I think it was around December 7 or December 8.

But I think your question is more important. Let's get it clarified. When I did my homework on that, that was the answer I had. It was different. I too would like to know about it.

Hon. Mr. Curling: I think we can clarify it here.

The Vice-Chairman: Now or later?

Hon. Mr. Curling: Now.

Ms. Rush: Early in the program there were some issues with unemployment insurance. We have not had a complaint into the program now for a number of months of any participant having a problem with his unemployment insurance. We do have an arrangement. The precise number of weeks will vary according to the individual circumstances, but I am not aware of what you are saying, sir, and would appreciate any information you have.

Mr. R. F. Johnston: I will try to get back to it to just confirm what I was told by this centre.

Ms. Rush: If individuals are on unemployment insurance and are eligible, they will retain that eligibility as they exercise their training credits through Transitions.

The Vice-Chairman: Thank you, Jan.

Mr. R. F. Johnston: One of the other difficulties I see with the program is that you cannot help people who are already employed, as I understand it. I can identify or have had identified for me the following companies with impending layoffs: Vulcan Packaging in Markham, 60, February 28; Kendall, Toronto, March, 200 people; Inglis, 600 people over the next 18 to 24 months; Stelco at Swansea, this spring, I do not have any numbers; Monarch Foods, 60; Fruehauf Trucks, 200 this January; Toronto Smelters and Refiners, 60—in fact they have gone by now; Vulcan Plastics will be laying off as of February 28, I am not sure of the numbers; Toronto Globe and Mail, the composing room, 100 over this next year; Pittsburgh Paints is going, and again I do not have the numbers, but that is obviously coming up soon.

That is in excess of 1,200 workers who are identified right now as facing impending layoffs. Yet we have no means of assisting them to get the appropriate kind of training that is required for them. All we have at the moment through the Ministry of Labour—that is one of the other problems with having these two ministries at the moment—is its adjustment plan, which is one

week's training, available to these workers before they leave work.

What strikes me as a very useful thing to try to do would be to change the terms of reference for Transitions, to take place when you get notice of layoff. Again, this takes us back to all the arguments we have had over the years about why it is so important to have legislation requiring notice of layoff. At that point, you go in and do an assessment of what the needs are and give them the appropriate training while they are still at work. This would then carry them through after that period, hopefully, if there is sufficient notice. They would be prepared to move from a position of having an income to actually moving on.

I am wondering if you have looked at that concept for Transitions as a major change in the way it operates.

Hon. Mr. Curling: I think the suggestion being made is an excellent suggestion. If you look at it, there are some questions that come to mind though. When do we start? How far back do we go in the program? When do we consider someone applying for the program? There may be proposals for the next two years to lay off or wanting to lay off. Where do we start?

Mr. R. F. Johnston: On your legislation about notice, surely; that is what you would tie it to. Then you would have officers go in from a ministry, from one adjustment program or another, and they would lay out an individualized program for the people.

One of the other things that strikes me, if I can just deal with this quickly, is that in one shutdown that we know is forthcoming, this agency in Metro went in and discovered that of the 39 older workers who are about to be laid off, all but five were illiterate or needed English as a second language before they could really make use of any kind of basic training program that would help them move.

Surely, we need some changes—do we not need some changes?—in the way Transitions operates in terms of arriving at that kind of assistance to people while they are employed rather than afterwards when we know they are going to be laid off, to assist these most vulnerable of all workers, it seems to me.

Hon. Mr. Curling: The \$5,000 is not restricted to any specific training. If they need to take literacy skills, of course they can do that. It does not matter that—

1740

Mr. R. F. Johnston: Can they take ESL?

Hon. Mr. Curling: Any program at all.

Mr. R. F. Johnston: My understanding is that one of the major problems these people are having is that they cannot get hold of a program in terms of training that is out there because they do not have these basic skills, and they are not eligible for the basic skills programs because they are employed. Surely, at the point of notice of termination, of a shutdown, as these plants adjust to whatever they are adjusting to, that would be the time for Transitions to move in.

Hon. Mr. Curling: There are other things we have to consider, too, such as the fact that some of the programs that set out the training do not start at the same time as the layoffs start. Some people may have to wait three months before they plug into the program because the programs are often at community colleges or at some private place.

Mr. R. F. Johnston: That just adds to my argument for beginning the process at the time of notice of layoff rather than when the person is on the street. Because if you do not find the person until he is on the street and then you have that problem of the program not starting until next January or whatever, then you have that person falling into a long term of unemployment and all the other kinds of things.

One of the things Dr. Whittingham did not talk about is what we know happens to people's health under long unemployment and what is happening to the self-esteem of a lot of older workers in that kind of shutdown, which I have seen in my riding where thousands of people have lost their jobs over the last number of years. It seems to me it is an argument for getting in early. You have a program that you could tie yourself to. The Ministry of Labour, in the employment adjustment branch, has exactly identified the way to tie it in, it seems to me, and to work it out.

If that requires some discussion with the federal government about changing how it stands on financing to assist workers afterwards, saying for instance that if somebody was—if this problem I have identified that we will come back to tomorrow is real, that is that they are now limiting the number of weeks during which the federal government will give assistance to people on unemployment insurance, then it seems to me that if we can make an argument that we are starting them while they are working to try to save money for the federal government, then our argument for maintaining those more vulnerable workers longer, if necessary, in training to get them ESL or literacy skills or numeracy skills or

whatever it may be, would be an easier one to sell to the federal government.

We would actually maybe see some of your money being spent instead of being in the situation now, where at this stage of the year we have \$1 million spent out of an \$8-million budget when we know how severe the problems are for these people.

The Vice-Chairman: Mrs. Cunningham, do you have a supplementary to that?

Mrs. Cunningham: I did on this time frame. I had a technical question. My question is this: If someone is laid off from his permanent job of so many years or whatever—I am not sure of the criteria—when does the date start? One of the complaints I have had is that two years is not long enough. People try other little jobs here and there, and by trying different things they make themselves ineligible.

I was just thinking, when you talked about the applications being 2,700 and 1,900 participants, are some people turned away because of this two-year period? I am not sure what that meant.

Ms. Rush: The program has not been running long enough for that to have occurred, if it were going to.

Mrs. Cunningham: Will it occur?

Ms. Rush: Yes, it would expire after two years if they had not used their credit at that point. We have not heard of that as being a particular problem.

Mrs. Cunningham: Not yet?

Ms. Rush: No.

Mrs. Cunningham: Let's hope it is not. Is the intent that when a person is laid off on a permanent job, that is when this two-year period kicks in?

Ms. Rush: As soon as they are approved. They have to be within six months of that time to be approved. Once they are approved, they have two years. So the maximum could be two years and six months. The minimum would be two years.

Mrs. Cunningham: Then my question was incorrect. My question ought to have been whether they have to apply to you within six months of having been laid off.

Ms. Rush: Yes.

Mrs. Cunningham: That was the problem I was hearing about in my office, where they were not eligible because they had not applied within six months. Quite frankly, many of them did not know about it. When I am talking about many, I do not want to exaggerate. I am talking about the

few who have been in to see me—three or four—who were not aware of the program or had not really come to grips with it in their own minds. For people who have lost their jobs after twenty years, maybe within the first six months they are not even thinking of doing something else. There are other problems.

My question is with regard to a program review aspect, which is part of your responsibility, I believe. Has that six-month period been a difficulty for people? If we have \$8 million and we are only spending \$1 million, why would we cut somebody off because of the six months? What was the thinking behind that?

Hon. Mr. Curling: If we set the criterion and then change it in midstream, I think it would cause chaos in the system. But your point is well taken. I have not heard any complaint saying that six months is really too short. I pick up on the sensitivity there that you said that in the first month or so they are not addressing themselves to retraining, they are addressing themselves to getting themselves a job. You are saying that the six months may have expired.

Mrs. Cunningham: Right.

Hon. Mr. Curling: Jan Rush may want to address that, but I am not aware of any individual coming forward or writing to us saying, "Six months is just too short a time, by the time I get my act together or don't get my act together I am no longer eligible for the program."

Mrs. Cunningham: I wonder if the staff are aware of its being a problem for anybody.

Ms. Rush: Two comments: First, in the early stages of the program, when it was just launched, we did have people who had already been laid off and we tried to be quite flexible on the six-month rule as the program was launched. Second, one of the original reasons for the six months is that after that point they become eligible for a number of federal assistance programs for longer-term unemployed people. It is certainly something we will look at, but the date was not arbitrary; it was trying to fill a gap between what federal assistance was available for unemployed workers and what we thought might be a more active response.

Mrs. Cunningham: Specifically to the minister, if I were to send somebody to the office who has now been unemployed for over a year would that person be eligible? Would you look at the case on an individual basis or would you say no? What would you do?

Ms. Rush: Under the present criterion, they would be ineligible.

Mrs. Cunningham: That is exactly what I had in my office, which I found incredible. That is one of the weaknesses from a program point of view. That was my first question and I am glad I have it clarified.

Hon. Mr. Curling: What time then would you consider?

Mrs. Cunningham: Look, do not get me wrong. I have not done my homework on this federal thing, so give me some time to see just what that is all about. Then I can come back and maybe give you some of my ideas, because I do not know enough about that to tell you. If there is something else this person can go to which he is not going to and that is the reason, then I would think that may be fair. If they can go somewhere else to get something that has been working and all that, then I am in favour of it.

The fact of the matter is that I did not know about that. By tomorrow I will know about it. I will ask some questions, even of your staff, but I do not want to waste everybody's time here because I cannot answer your question without understanding the other part, but I will answer it tomorrow if you still want me to. I always have ideas and opinions.

The Vice-Chairman: Any other supplementaries?

Mrs. Cunningham: If I may, since we are on the program itself, the second point I have discovered for the program not being as effective as one would like it to be may be reflected in the interesting numbers Ms. Rush has given us today: 36 of the 632 now in training are with employers and 596 who are in training are with institutions. Those numbers are significant.

One of the complaints I had in phoning around in London a while back was that the employers who will not be part of this retraining and will not buy into it are extremely concerned—and these were rather large employers I phoned and asked, "How come you're not helping us?"—they are very much concerned that they would then be responsible for the hiring of these individuals. There was a feeling with the people that if they got involved in some retraining and what not they would be responsible for the rehiring, which I think is important. I would like a comment, Minister, from your staff on that concern.

Mr. R. F. Johnston: It would be great if that were the case.

Mrs. Cunningham: If you have to hire somebody because you have agreed to retrain him, maybe we could work around that somehow.

Mr. R. F. Johnston: But they do not. There is no commitment at all, and only 36 of them have picked it up. I am amazed. It is a free way to get them to be trained.

Mrs. Cunningham: Let us see why the staff think there may be a problem there.

Ms. Rush: The expectation of employers being eligible is that they would be hired. The employer would hire the individual and be able to cash in on the \$5,000 to train him to the level that the job was demanding. The expectation is that it would not be as a supplement or proxy for a training institution but that the individual actually would receive on-the-job training and that this would be an incentive to an employer to hire an individual because he would get \$5,000 free money.

1750

Mr. R. F. Johnston: There is no requirement?

Ms. Rush: The hiring was not essential, not at all. But it was expected that it would be the incentive to the employer, given that so much training is required at any rate in business, that this would be an assistance. You asked for the thinking behind it, and that was the thinking.

Mrs. Cunningham: Right.

Ms. Rush: It is not essential, but it was expected and has been marketed as a boon to someone who is looking for a candidate and cannot find a candidate. We hear a lot about the training needs from these firms.

Mr. R. F. Johnston: If I were a worker with a credit, I would not want to go to an employer I did not think was going to hire me. I would rather go to an institution and get the training and then go try to market myself.

Mrs. Cunningham: I certainly agree with what is being said. I have also been in a position of having to train young people. I certainly agree with the intent. That is fine, but the reality of the whole thing is that every once in a while, just because you agree to train somebody, that does not mean to say that you have to hire them. But that is the problem, because even when you employ people you have a certain amount of time for both the employee and the employer to see how each other works. That is the big fear, the unrealistic expectation on the part of employee that he will be employed, and employers sometimes do not want to get into that.

I am not saying I support them. I am just saying that they posed that as a concern. I do not know; maybe we should run with that and approach these other companies and see under

what circumstances they would agree to be involved. I am now thinking about big companies like 3M in London. Maybe there are certain ways that they could help us with the retraining and then place the people in smaller industries that have the same kind of work as a very large company. It is just a thought.

But in your program review—because, let's face it, as critic I am going to have a lot of fun with this number, as you know, Minister.

Hon. Mr. Curling: I expect you to.

Mrs. Cunningham: Oh, definitely—2,000 out of 45,000. Given the good advice you get from Dr. Whittingham, and he said expect only that you can do something with a third, most of us who have been involved in that understand that part. I do not have to believe him but I happen to believe him. But let's do something really good with the third. In the program review—and it has not been there for very long, but there must be something happening here—are there things that we can do differently? Have you done a review in the last—or have these people only been in there for six to eight months?

Hon. Mr. Curling: You must understand that the program is relatively new.

Mrs. Cunningham: That is my question: How long has it been there? Just six or eight months or one year?

Hon. Mr. Curling: As I said, it was announced in August 1987.

Mrs. Cunningham: Right.

Hon. Mr. Curling: That is 18 months.

Mrs. Cunningham: Right.

Hon. Mr. Curling: We are at the start of the program and all the infrastructure is put in place, and you are asking if we can do a review. Of course, we are constantly looking at it. How extensive a review should be at the start of a program is a matter of giving the program a chance to get off the ground.

As you have debated here, there are areas in which we have to take another serious look at whether an employer should employ someone in order to train. We may have to look at whether a six-month period is too short or the two-year period in which to spend it is too short. All these questions are raised, but we are not even within the two-year period yet to do some of the review.

Mrs. Cunningham: I know.

Hon. Mr. Curling: I agree with you that some of the reviews that we may have to do are limited because of the time frame within which the program is in place.

The Vice-Chairman: Mr. Neumann, you have a supplementary?

Mr. Neumann: I have two or three. First of all, I would like to ask the minister or his staff whether within the statistics that have been quoted they have a breakout by region. As you know, our area has been hit by quite considerable layoffs as a result of the shutdown of major industries—Massey, White Farm Manufacturing and Etatech Industries and the recent restructuring of the Trailmobile Fruehauf takeover—and many, many of these workers were the last in a long line of workers to be laid off.

I think that Massey at one time had 5,000 people working in Brantford. The last 1,000 or 1,200 to go would have been the older workers, the ones with the highest seniority. Do you have any statistics on to what degree Transitions has been taken up to assist those large numbers of people? Individuals have come to my office and have said that they have been approved for Transitions and they got the \$5,000 package and have not decided what they are going to do with it yet. How many have been approved and how many have actually entered a training program?

Hon. Mr. Curling: We do not have the figures in regions. That could be provided. We will provide that for you, specifically for your region.

We have had experience with individual groups, for instance with the Firestone closure where we have seen that Transitions is working on adjustment in the 18 months. We have positive and concrete evidence that in some areas it does work, but we will supply you with those data specifically for your area.,

Mr. Neumann: I have another question related to this. I was familiar with a federal program called the industry and labour adjustment program in the early 1980s that was applied to the White Farm and Massey workers in our area. That had many features to it, but one interesting feature included a portable wage subsidy where workers laid off in those industries took a portable wage subsidy to a potential new employer and said to that employer, "If you hire me, the federal government will subsidize the wage you're paying me." This was to provide a transition to new employment to people laid off in those industries.

ILAP was very successful but that aspect of that program was very underutilized; I am wondering whether your ministry has looked at that federal experience, analysed why it was so poorly utilized and whether there are any lessons to be learned from that.

Hon. Mr. Curling: I am going to ask the assistant deputy to expand on that but I recall that ILAP is the one that has now been wound down to the program for older worker adjustment, the older worker program that we have not signed on yet.

Mr. Neumann: That was my third supplementary. ILAP was a very broad program. It covered an industry side and a labour side, and on the labour side it had myriad components. I am speaking to one component which was the portable wage subsidy.

The Vice-Chairman: Would you like to have a comment on that before we close off for the day?

Mr. Neumann: We can get the answer tomorrow.

The Vice-Chairman: You have a third supplementary to be placed then in the last two minutes?

Mr. Neumann: I think I will wait.

Hon. Mr. Curling: We could supply that at the next sitting.

Mr. Neumann: The third supplementary was basically that I am getting a lot of questions about POWA and the fact that we have not signed an agreement with the federal government. I realize it is not your ministry.

Hon. Mr. Curling: You have answered my question.

Mr. R. F. Johnston: No, that is giving your answer to his question.

Hon. Mr. Curling: That is right.

Mr. Neumann: So you are not able to give the status.

Hon. Mr. Curling: The Minister of Labour (Mr. Sorbara) is the one who is negotiating that POWA agreement, which is his jurisdiction. I watch it very carefully for the training component. You talk about ILAP and all that; it is in his jurisdiction, he is the one who is negotiating that one.

The Vice-Chairman: We are not meeting until Thursday of this week, as I understand the schedule. We will be in room 151 at 3:30 p.m. on Thursday.

The committee adjourned at 5:57 p.m.

CONTENTS

Tuesday, January 3, 1989

Estimates, Ministry of Skills Development	S-503
Adjournment	S-530

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitutions:

Black, Kenneth H. (Muskoka-Georgian Bay L) for Mr. Daigeler

McGuinty, Dalton J. (Ottawa South L) for Ms. Poole

Clerk: Decker, Todd

Witnesses:

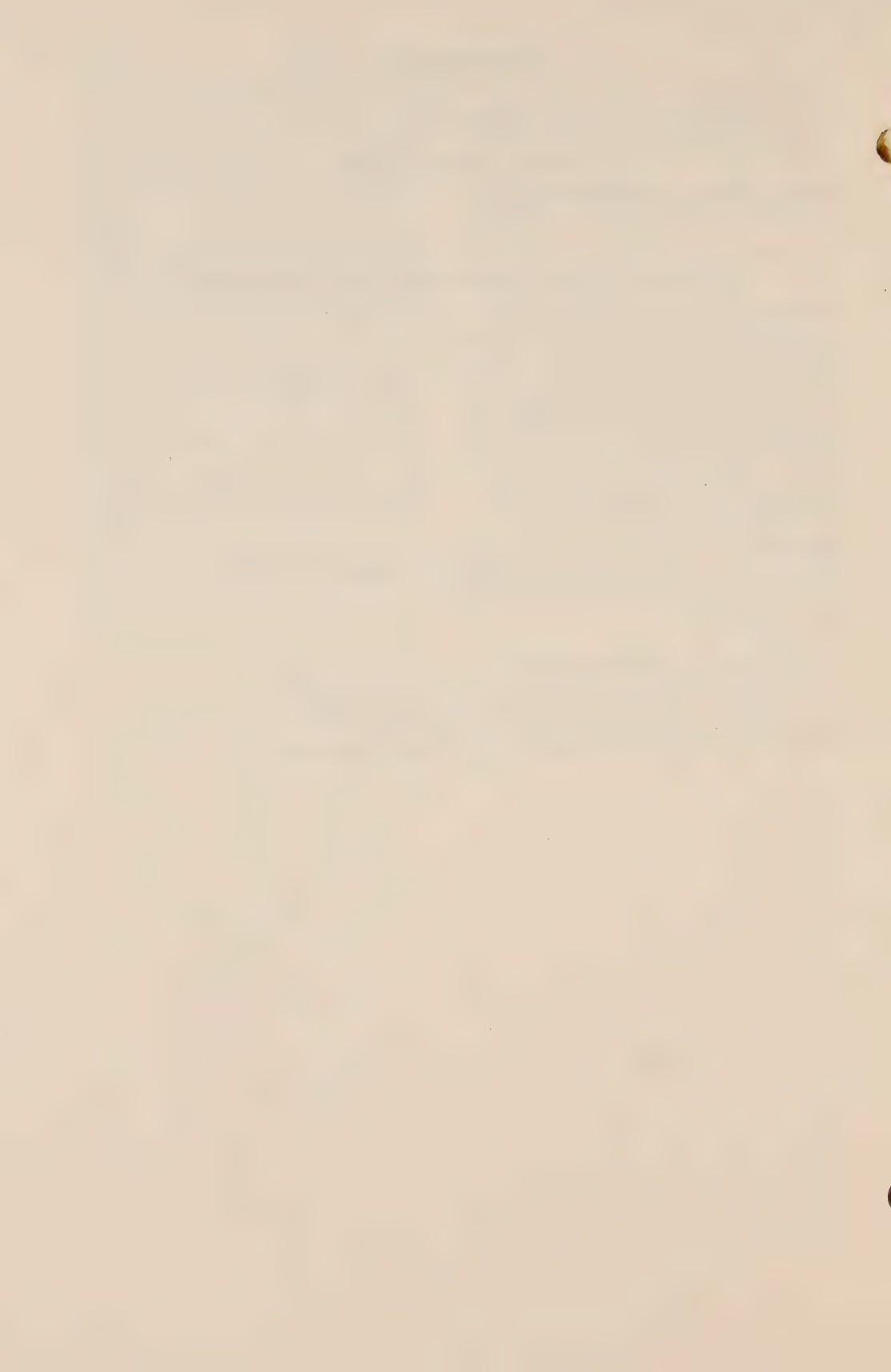
From the Ministry of Skills Development:

Curling, Hon. Alvin, Minister of Skills Development (Scarborough North L)

Zisser, Helmut, General Manager, Federal/Provincial Relations Group

Rush, Jan, Assistant Deputy Minister, Skills Training Division

Whittingham, Dr. Frank, Senior Manager, Labour Market Research Group





CAZON
XC 12
-S77

No. S-22

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Skills Development

First Session, 34th Parliament
Thursday, January 5, 1989



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, January 5, 1989

The committee met at 3:36 p.m in room 151.

**ESTIMATES,
MINISTRY OF SKILLS DEVELOPMENT
(continued)**

Mr. Chairman: I would like to call the meeting of the standing committee on social development to order. We are considering the estimates of the Minister of Skills Development (Mr. Curling). We have two or three hours left in consideration of these estimates. I believe we finished on Tuesday with some discussion of the Transitions program. Minister, do you have any report to give or update on previous questions asked, before I go to Mrs. Cunningham?

Hon. Mr. Curling: Yes, we do have a report to give. Mr. Chairman, when we recessed you had asked a question yourself, on the program breakdown in the Brantford area with regard to Transitions. Before the day is out, we are hoping to give you that breakdown of the uptake in the Transitions program in Brantford. You were not the chairman at the time you asked, I should say. You stepped down to ask that very pertinent question. That will be forthcoming. I just wanted to report that to you.

There was a request, too, from the member for London North (Mrs. Cunningham), that she would like to deal with the area of youth training strategy today. We were about to move on to help centres, which is part of the older workers, where we deal with Transitions and help centres. Upon her request, I am prepared to deal with the youth training area.

Mr. Chairman: I should mention, before you go any further, that we may attempt to finish up the estimates today. I understand Mrs. Cunningham has to leave later, so I am going to give preference to her in the first part of this afternoon and then go to Mr. Johnston, the critic for the opposition, who is not here yet. He has given us permission to proceed even though he is away and he will be given preference in the latter half of the afternoon.

Hon. Mr. Curling: Just one other thing, though: When Mr. Johnston comes back I will table many of the responses he had asked for to his 84 questions. Some were answered, of course, verbally. I have some here. When he

arrives, I will table that, so as not to take up the time of the member for London North.

Mrs. Cunningham: Could we just deal with one last small issue from Transitions?

Mr. Chairman: Certainly.

Mrs. Cunningham: We left, I think, somewhat up in the air this question around whether the six-month cutoff time was appropriate. The minister made the tremendous mistake of asking me if I had an opinion. I do now because I have done some work on it.

Hon. Mr. Curling: I thought it was a brilliant idea of mine because I know what a brilliant mind you have.

Mrs. Cunningham: Thank you. I should apologize to Mr. Johnston because I came on strongly saying that people on this program had no trouble being supported by unemployment insurance. The phraseology was not that appropriate. I think, in general, the intent is to support people on the Transitions program with unemployment insurance. But looking at the training program's circular with regard to the Canadian Jobs Strategy, which is put out by the Department of Employment and Immigration, there are a number of criteria you and I would be interested in that the client would have to meet.

I hope, minister, if I leave this with you, your staff will take a look at these requirements. I think they are rather stringent and may not help us in what I think is a really important program. When I looked at the alternative programs that were put forward by the Minister of Labour, they basically, at least in my opinion from what we could gather through some pretty intensive questioning, are not looking at the same group. You and I are concerned about retraining people in the 45 to 60 age group.

What I would like to do is leave with your staff the training program circular with the requirement for people who need to remain with their benefits. They could not possibly even get to a training workplace. There would be too many, I would think, emotional and practical challenges of life to even think of retraining. I think that is detrimental, to a point, but I understand why it is there.

Second, I would like to leave with you the different programs Labour provides because I

think it is a different client group. Mr. Johnston mentioned that they also offer programs. I really would like to take—I think I am correct in this—a pretty strong stand in supporting Transitions, hoping that the record for getting more people into the program and more employers co-operating with you would improve rather significantly.

I ask you to look at the six-month criterion, even though it is new. I think if you take a look at the alternatives for these people, there are very few, and I think six months is rather soon. Understanding the way the system works—I would like to blame other levels of government but I think we are all in the same boat—it does take a long time to convince people that they are eligible for retraining. It takes a long time to adjust to the idea that after 20 years or 30 years in a specific job, you no longer have it. I make that request, if that is appropriate at this time.

Hon. Mr. Curling: I am looking forward to the information you have and to work with it on the program. As you said, if there are barriers to access that you may identify, my staff is prepared to look at it and get the response back to you.

Mrs. Cunningham: I would appreciate that very much.

Because Mr. Johnston is very much interested in the other part of your agenda, minister, and he may be able to come in, I would like to zero back to what you suggested: That was the youth employment programs, where you were going to do a breakdown and give us some 1986-87 actuals on the breakdown of the different programs that are part of that \$134.8-million budget.

Hon. Mr. Curling: As you mentioned, it was one of the 84 questions Mr. Johnston had asked, and I was about to table those. What I could do is share with you the breakdown here and then pass to the staff here to maybe get copies, but to pass to you a copy of this at the moment. In other words, we will be tabling this one, giving you this. We will table the entire written response now and the members of the committees will be given a copy of these.

Mrs. Cunningham: Mr. Johnston knows we may be proceeding with this particular question as well.

Hon. Mr. Curling: Maybe what I will do, then, is read out the breakdown, the participants and the actual budget itself.

In regard to the Futures program, for instance, we targeted towards 33,000 youths and 11,000 employers. That is to October 31, 1988. That

was our target group of 33,000. The actual we have so far is 23,200. Again, that would be the Futures program. There was a budget of \$92.3 million for Futures.

With the youth employment counselling centre services, we targeted 27,000. At the moment, as of September 30, 1988, the actual is 18,900 and the budget is \$6.2 million.

In those two startup programs, the student venture capital and the youth venture capital, the loans to the client groups themselves were 1,200. That was the target, again. I am speaking of the target column under the student venture capital. Under the youth venture capital, there were 900 loans targeted. Then across, for the student venture capital, the actual is 1,196 out of about a \$900,000-budget there. We are almost there. On the youth venture capital, we start off at 900 loans for the target; the actual is 795, from a budget of \$2.4 million.

Mrs. Cunningham: Where are we as of October?

Hon. Mr. Curling: We have only the number of loans. I do not have the actual amount of money spent.

Mrs. Cunningham: I had down 1.196.

Hon. Mr. Curling: No, that is the number of loans that have been given out under the student venture capital. From 1,200 that we targeted for, the actual loans that were given out were 1,196. Those were the loans given out, the number instead of dollars, working from a budget of \$900,000.

Just to recap the other part of the youth venture capital, of a budget of \$2.4 million, the actual loans given were 795, from a target of 900 loans. That is a startup program, breaking down into the student venture capital and youth venture capital.

On the summer Experience program, the target was 7,400 students, with 34 ministries and other agencies participating in the program, and the actual was 7,400. In other words, we achieved the target. There was a budget of \$14.7 million under the summer Experience program.

Under the Ontario summer employment program, which we targeted for 53,000 youths, we had a budget of \$28.5 million. I have been told the actual there is not yet ready. The reporting is until the end of January and that is why they have no figures under the actual here.

Mrs. Cunningham: You have met your goal on the students. Perhaps you are thinking you have spent most of the money.

Hon. Mr. Curling: We would not know, I gather, until the reporting comes in.

Under the community action fund, we targeted 36 community-sponsored co-ops. The actual there is 36. The budget is \$750,000. Under the environmental youth corps, with a target of 1,000, the actual so far is 754, with a budget of \$3 million. That is the breakdown for the youth programs.

1550

Mrs. Cunningham: What was the very first program?

Hon. Mr. Curling: Futures, the one I gave you, with a target of 33,000 youths and 11,000 employers, actually had 23,200, with a budget of \$92.3 million.

Mrs. Cunningham: Do you know what the actual is on that?

Hon. Mr. Curling: The actual on this one so far, as of the end of October 31, is 23,200. Are you talking about the actual money?

Mrs. Cunningham: Money..

Hon. Mr. Curling: As of December 16, we have so far expended roughly \$68 million.

Mrs. Cunningham: With three months left to go.

Hon. Mr. Curling: Yes. Remember, too, that we have December. Remember we are talking about reporting on December 16, so we have December, January, February and March in which to compute.

Mrs. Cunningham: When we received these budget books, it would have been really helpful to have had that split down so that we knew exactly what programs, and even as of a date, just so we knew how well received the programs have been this year over last year. I am sure you must have the actuals for those programs for 1987-88.

Mr. Chairman: Perhaps the minister might take that under advisement for the next time around.

Hon. Mr. Curling: I agree with the member that the more information you have, the better it is for you to ask informed questions, but sometimes the figures—do you notice one of the figures there was December 16? We were almost on for estimates about a month before, and some of those figures were not available.

Mrs. Cunningham: But that is a good figure because you are three quarters through your year and you are almost three quarters through your budget, if that is the way it works; I do not know.

Hon. Mr. Curling: Yes, but I was able to give you all of that because today is January. Some of those figures were coming in in December.

Mrs. Cunningham: Right.

Hon. Mr. Curling: But you are right to say that the more up-to-date information you have, the better it is for you. Sometimes I am unable to give you that up-to-date information.

Mrs. Cunningham: I guess my point is that if the programs are broken down in each category, we understand more about what we are actually doing with that budget. I had some difficulty. Even though I read page 45, I still did not know the significance of the budget that went with those programs, unless they are somewhere else, and I do not believe they are.

It is hard to do a good job on budget estimates if you do not have the information, and nowhere did I see that breakdown. Although we have been able to find them in bits and pieces when we have phoned over to your ministry, it would have been a good idea to put it out.

Hon. Mr. Curling: You are just talking about the up-to-date information now?

Mrs. Cunningham: Well, no, I am talking about the format of this estimates background material. Usually, if you get a big number like \$134.8 million and you have some, I think, seven or eight or nine components of that, we need to know what they are. That is all. Actually, the numbers add up far beyond the \$134.8 million, but then I have just done them rather roughly here today, so I will work on that and come back to you.

Hon. Mr. Curling: Yes.

Mrs. Cunningham: Could we have that handed out? I do not mean right this very minute, but I would like to have it.

Hon. Mr. Curling: We can get it copied and give you one.

Mrs. Cunningham: Yes. In fact, I think everybody would probably like to have it, if you could copy it for the committee members. I am sure they get the same questions I do.

Mr. Chairman: I will get the clerk to do it.

Mrs. Cunningham: My question about last years' actuals—is that something you have? I asked this, you know, before Christmas.

Hon. Mr. Curling: The 1987 actuals, the actual expended? I have that. That is one of the questions, if I recall, in the 84 of Mr. Johnston.

Mrs. Cunningham: That is right. And specifically myself. This was one I was really keen on looking at.

Hon. Mr. Curling: Yes. As I said, I am going to have a copy of Mr. Johnston's stuff copied

now. Do you want me to read the actuals now for 1987? Do you want to look at it further?

Mrs. Cunningham: No. I would like to look at it, but it would waste everybody's time. It is hard to run all over the place without the numbers in front of you. But I do have a question.

With this skills development program, I am wondering, given any one of these programs, if the minister would like to take this opportunity to tell us of any concerns he has about how any of these programs are operating with regard to how well they are received and how effective they have been for the community—you know, skills development and youth employment. Is there anything you would like to tell us about changes you may be considering or programs within this group anyway that you strongly support? We criticize you a lot and you must have some things you would like to say about how they are working or not working.

Hon. Mr. Curling: First, I should say I am a strong believer in the Futures program. The reason for that, coupled with my own reading of the briefing notes and talking to the quite efficient bureaucrats who have briefed me today, is that I have visited across this province and seen the program working and seen the students in the classrooms. I have seen the success of the program, of course. I have seen too that the program has come from its infancy with startup problems and getting the structure in place. I fully and strongly support that. As a matter of fact, I hear my critics on both sides of the House from time to time supporting the Futures program.

The program has gone through a couple of changes, as you will see, with respect to Futures. We had part-time work and part-time school changes just to respond to those kinds of needs.

Lately, what I have seen is that the types of students who are in the Futures program are—I am trying to find the best word to use—those who are in greater need. They are staying longer in the program. When the program started, it seemed that many just needed that little push along and that is why at one stage we were being criticized for not spending the money. But some people did not need the full length of time to do the program and they were out and working thereafter. People are staying longer in the program.

I can only make some comments that are general. If there are some specific things that you really want after this, I could ask my staff to comment, but I see the program working very effectively. If we propose any other changes in Futures, I would say we will constantly be

looking at where we can deliver the program better and target the groups more efficiently.

I have been into some classrooms where sometimes I wonder if the classes are too big. Just from my background from the community colleges, I see the attention that is needed and the diverse skills that are needed by the instructor to bring individuals back on stream. It may require more patience not only from the instructor's point of view but also from my critics' point of view, in looking for success immediately and how we measure success in that respect.

I think it is incumbent upon me to impress upon and to educate all those who are involved in seeing this program, from whatever side it is, supportive or critical, to understand the program better. That is from the Futures point of view.

On the summer employment program part, I want to see this ministry concentrating much more on giving opportunities for training. This is not a job creation ministry because we are more concerned about training but, in saying that, I also think that that program is a good device with which to attract people to certain jobs they may not be thinking about, bringing them into the workforce quickly to sample the kind of discipline that is being done. So the summer employment program is something we are constantly looking at to move towards more of a sense of giving skills creation and skills opportunities and training. That kind of discipline is within those client groups we have.

1600

As to the startup program, I have been out through the community and seen some young entrepreneurs who I think are going to be extremely successful. My staff—again, I will not go into that in detail. I gather that the success rate of paying back their loans is even better than those who have loans on the normal corporate market out there. These young people have been extremely successful in getting their businesses up and going. I think that program is doing well.

Mrs. Cunningham: Are you talking about youth venture capital and student venture capital?

Hon. Mr. Curling: Yes.

Mrs. Cunningham: You are saying they are going very well?

Hon. Mr. Curling: Yes. I think they are going well, especially from the employment aspect of it. As a matter of fact, there are many projects I have seen in which young people have started their businesses and in so doing employ other young people. It gives employment and

gives them an opportunity to see how their entrepreneurship can be useful. It is a great learning process, and I am saying too that the payback is even better than what we have seen in the corporate area outside.

I have visited quite a few youth employment counselling centres. I take this moment to commend those people out there who are doing a tremendous job getting to the young people who are somehow disillusioned or discouraged; they are doing a tremendous job in that counselling area.

I think more that can be done, but again, we are wrestling with the fact of limited funds. As you can hear in the House at times, some are saying we should spend more and some are saying we are spending too much. I am very mindful of the Treasurer (Mr. R. F. Nixon) and the Chairman of Management Board (Mr. Elston) in their fiscally responsible manner, but also I push very hard, needless to say, to address those needs. As a minister, I am carrying my own there and they, as ministers too, are being very fiscally responsible. Then the balance—

Mrs. Cunningham: On that, if I may interject, that was one in which you do have some room to do more work. Was that not the one where you had a target of some 27,000 young people this year and you had dealt with some 19,000? Both numbers are incredible. That is your \$6.2-million budget.

Hon. Mr. Curling: Yes, but remember too that is to September 30, 1988, so that has increased.

Mrs. Cunningham: Okay, so you are probably going to make your objective.

Hon. Mr. Curling: Yes. I make my pitch very heavy there.

Mrs. Cunningham: Could I go back just a little to the two programs you mentioned? I have had a couple of criticisms of youth venture capital and student venture capital. These kinds of criticisms are sometimes just hearsay and one likes to think that the individual cases we did bring to the attention of the local offices, so it is not that I am just tooting off here.

There was some criticism that the programs had not been evaluated as to their success. I know we are there to develop entrepreneurial activity with Ontario's youth but I did expect that there would be some ongoing expectations. What kind of program evaluation do you do, especially with the youth venture capital program but probably also with the student venture capital program? How do you look at the success of those young

people so that we know their loans have either been repaid or that they at least are continuing on in their businesses?

Hon. Mr. Curling: As I said in my quick comment, we find them highly successful because of the payback. We measure it that way. Even in the bank, as soon as you pay back your money on time, you are regarded as a good credit risk. I am saying that the young people who are involved in the youth venture capital and student venture capital programs have a great success rate. The participation rate increase over 1987-88 jumped nine per cent.

Mrs. Cunningham: It has increased by nine?

Hon. Mr. Curling: Yes, in student venture capital. In youth venture capital, 70 per cent of the participation is male and 30 per cent is female. Over \$50 million in sales were generated in 1987-88 from that program.

Mrs. Cunningham: You are quite confident that we can reassure the public that each and every application is evaluated as to how serious it is? Because, you know, \$3,000 is a lot of money for the students in the summer.

We want to make certain that we are supporting something that is extremely worth while. Those are the kinds of payments we are looking at, sometimes over a six-month period, for single mothers and their families as we support them on welfare and mothers' allowance. We are looking at a whole family living on that kind of money, sometimes for two, three or four months at a time. We want to make certain that it is well spent. You are saying that you feel assured that it is.

Hon. Mr. Curling: Yes, it is well spent. If we are going to measure success—and you know in many ways we can measure success first—it is the processing of these loans. The students process those loans through the Royal Bank of Canada working in co-operation with us. It is processed through the co-operation of the Royal Bank and the local chambers of commerce.

This is an area that many of the young people have never had an opportunity to deal with, in a business manner in that way. That is also a success in itself, getting that opportunity.

Mrs. Cunningham: And the repayment then as well?

Hon. Mr. Curling: The repayment part, which many times the taxpayers are much more concerned about measuring—are we getting back our money?—yes. I would say the success rate is even better than what we are seeing. If you go to the bank and ask it about its success rates, if loans

are being paid, then our success rate is much higher, I gather, than outside in the corporate world.

Mrs. Cunningham: So out of the some \$4 million that we have put aside for that this year, what kind of money would one expect to get back, given the past record of these two programs?

Hon. Mr. Curling: That figure I do not have.

Mrs. Cunningham: What would you expect as a result of last year or the year before? Are you looking at half, three quarters or eighty per cent?

Hon. Mr. Curling: Maybe I could ask one of the staff to respond to that. I will ask Sante Mauti to come forward. Maybe he could respond to the question. Sante Mauti is the manager of the startup youth employment service branch.

Mr. Chairman: I believe the question was with respect to the paybacks of the loans.

Mr. Mauti: Less than one per cent of the principal that is forwarded is written off as a bad debt, which compares quite favourably with normal commercial loans. The \$2.4 million in youth venture capital and the \$900,000 in student venture capital represent the money that we spend to cover the interest-free portion of the loan and loan defaults. The principal is actually much higher than that.

Mrs. Cunningham: So this is not money that goes bad? This is the cost of the program?

Mr. Mauti: That is right.

Mrs. Cunningham: Who worries about what is not paid back, us or the bank?

Mr. Mauti: Both. Under our agreement the bank has a certain period of collection and then we follow up after that period has been exhausted if the loan goes into bad debt.

Mr. Chairman: Is the loan over a certain period of years?

Mr. Mauti: Yes. The youth venture capital loan is over a period of five years, interest-free for the first year. Payments begin in the second year and continue for four years after that.

Mrs. Cunningham: How many did we say participated this year in the youth venture capital program?

Mr. Mauti: So far, we have 795 new loans, but there are carryover loans from previous years so we have got a case load of about 3,100 loans right now, that is, carryover loans and 795 new loans so far this year.

Mrs. Cunningham: How many people would be responsible in that particular part of your ministry for administering the program?

Mr. Mauti: For administering both the student venture capital program and the youth venture capital program? In terms of staff years that go into that, it is eight staff people. There are also three administrative part-time staff who come on for the summer.

Mrs. Cunningham: The part-time people are basically in the summer when things are really busy?

Mr. Mauti: For the student venture capital program.

Mrs. Cunningham: For the student one. Okay. Thank you.

1610

Mr. Chairman: Mr. Villeneuve, did you have a supplementary on this area?

Mr. Villeneuve: No, it is a new question. The minister will know that I asked a question exactly a month ago in the Legislature pertaining to the funding of part-time firefighters. I would like to expand a little on that. In answering, you suggested that you brought to the attention of the Stormont, Dundas and Glengarry mutual aid fire department that it came under the Ministry of the Solicitor General and both the Solicitor General (Mrs. Smith) and you are working out the most appropriate way in which it can get funding in order to be trained.

I appreciate very much that you emphasized the fact that your ministry is there to train. I represent a riding that has no professional firefighters at all; it is all part-time, volunteer, call them what you want. There is definitely a need to be trained. As some of the older firefighters on a part-time basis get grey hair, as I have, they are replaced by new people. We have many areas that firefighters have to look to to protect citizens and businesses. My concern is that right now, according to the rules within your ministry, it looks like these people have fallen through the cracks, intentionally or otherwise.

The Ministry of the Solicitor General will apparently train these firefighters, but we are not sure when. As we know, the Solicitor General right now has many irons in the fire. I am asking you at this time what progress you have made in answer to my question of December 5 regarding your working together with the Honourable Joan Smith to most appropriately fund our mutual aid fire department in Stormont, Dundas and Glengarry.

Hon. Mr. Curling: I think that is a very important question. Of course, I think having firemen—we say firepersons now—trained properly is extremely important. We are talking

about life and death, and I think they should be properly trained. As you rightly stated, the firefighters fall under the Solicitor General's portfolio. Any request for money for that specific group brings a bigger question, that all part-timers and all volunteers should be trained.

I do not want to get into the definition game because those firefighters are defined as volunteers. I do not want to get into the fact that we do train part-timers and people who are employed. That is another issue by itself.

I had discussed this matter with the Solicitor General. Just today, as a matter of fact, in the House I spoke to her about it. When I see you rise all the time, I know how vigilant you are in this matter, and I said to the Solicitor General, "You will get a question again with regard to firefighter training." At that time the question did not come, but she responded to me that the matter is with her assistant deputy minister at the moment, to look at what can be done. The matter is really in the hands of the Solicitor General.

In the meantime, we are speaking about training. Immediately one would then say: "If it is training, that is skills development. You are responsible for training. You should then train." We do not have that type of money now to go into that avenue of training the firefighters. Although I know you are anxious to say to me that in the past we did do one—which we did—I gather we have to look at the entire program again to see how we can work co-operatively with the Solicitor General and bring about training for those firefighters who are part-timers, volunteers or whatever.

I have no more up-to-date statement to make than to say that the Solicitor General promised me she would be returning with a response very soon.

Mr. Villeneuve: If these were full-time professional firefighters in a city—and I gather there is a problem here with an employer-employee relationship: part-time, full-time—should this be a full-time professional fire brigade? Would they be able to put their training under your ministry?

Hon. Mr. Curling: No, they would not be eligible for training under my ministry. They would fall under the Ministry of the Solicitor General. I gather there is a school in Gravenhurst that does the training for firefighters. The part-timers have to wait because there is a long queue to get in, I gather.

Mr. Villeneuve: Like years.

Hon. Mr. Curling: I do not know. That is under the Solicitor General. They would fall

under the portfolio of the Solicitor General, not under the Ministry of Skills Development.

Mr. Villeneuve: It is my understanding that the Ministry of Skills Development has already funded four courses for part-time volunteer firefighters in the Belleville area. Could we find out a little more about that?

Hon. Mr. Curling: In the past we did fund that, as I said. The criterion that was used at the time—I think it is a matter of interpretation as to whether they are volunteers or part-timers. Now the issue is whether we fund volunteer organizations, which we do not. Those firefighters are volunteers. I did not want to get into a debate with you about what is a volunteer and what is a part-timer in this issue. Those were funded in the past, and we are not funding any more.

We have to get the matter resolved by the Solicitor General and myself. We can work something out. I admit of course that training is required. Who should do it is another matter. All I can say is that if they give me the tools, I will do the job. If I have the funds, I do not mind doing that at all.

Mr. Villeneuve: We are not talking about a lot of money in this particular case. I do not know how many other mutual aid associations would be looking for assistance, but it is my understanding it is at a cost of about \$27,000 and you would be funding some 80 per cent of it if they were eligible.

Hon. Mr. Curling: You could be right in the percentage and all that, but we are not speaking about one firefighters' organization. When I move into this, I am talking about the entire province. I would have to look at it on a wider policy base, more than one program. I know you are fighting specifically for your program. That is the difference, I presume, between a member who fights for his constituency and the minister who fights for his constituency, which is the province, and has to make sure that we have something equitable and accessible to all.

You may say that \$27,000 is not a lot of money, and I would say too that that is not a lot. But to train them all across the province, I would have to have some program or some policy base in the ministry, which we do not have. That is why I am working it out with the Solicitor General. I have passed it on to the Solicitor General whose jurisdiction it is to train firefighters.

Mr. Villeneuve: Could I get information on the four courses that were funded, where, when and why?

Hon. Mr. Curling: Yes, you could have that.

Mr. Chairman: We were discussing the variety of youth programs in the questions from Mrs. Cunningham, and I should have asked whether other members of the committee have supplementary questions in that area while we were on that topic.

Mr. R. F. Johnston: I just had a chance to look at the figures, so I may ask something that has already been asked.

I was wondering if you can explain, if you have not already, why it is that the environmental youth corps that was established promised in the election to target 3,000 jobs, which was then reduced to 1,000 jobs, and has had an actual 754 people employed only? Why is that the case when the environment—environmental cleanup, etc.—is such a major priority of this government? One would have expected that it might have done somewhat better.

Hon. Mr. Curling: You are right that it was an \$11-million program that would have been established, as announced by the Premier (Mr. Peterson) in August 1987. The announcement also stated at that time that by the summer of 1988 it would have been launched. At that time we were looking at the statistics and the employment ratio. We saw too that the unemployment ratio for youth had dropped considerably.

I thought at that time that it was much better to have a manageable program, where the plan we are dealing with—in other words, cutting down to \$3 million—maybe we can then deliver on that. It would be better than to get an \$11-million budget and only be able to spend or to gather from the program itself just about a \$3-million expenditure.

1620

Mr. R. F. Johnston: Why would it bother you about this program when it has not bothered you about Transitions and it has not bothered you about Futures or any of the other programs you have underspent so badly? If that is the case, why did you not cut down on the summer Experience program? Why did you not cut back on some of the other programs as well, if this thesis of yours about the employment being so good for students was the case; or is it just that you do not have a commitment to your environmental work?

Hon. Mr. Curling: I take full responsibility for all the programs. This specific program started at a time—I was there from the announcement until the startup itself. You are implying that I am not concerned about underspending or

overspending. I am concerned, as a minister, to make sure that moneys are expended properly. I hope you are not saying that I do not regard that as a concern of mine. All programs are a concern of mine, and how the money is being expended, but I was only responding to a question on the environmental youth program at this time.

Mr. R. F. Johnston: What does this indicate about this summer coming, in terms of your priorities?

Hon. Mr. Curling: In regard to what?

Mr. R. F. Johnston: You maintained the same targets for your Ontario summer employment program, I believe, that you had before. You had the same number of people being employed through the summer Experience program as in the last number of years, by my memory, but you reduced the environmental youth corps. Is it going to stay at 1,000? Is it going to go up? Is it going to go down? what is your target going to be?

Hon. Mr. Curling: Before you got in, I had mentioned, in summary, how I think about all these programs and where they are going. Of course, looking very seriously at all the programs and the relevance to training, etc., of all these programs and how they are working—I will just take, for instance, the summer Experience program and the Ontario summer employment program—we are looking at where we can target them to more training and to the job creation aspect, giving jobs to students. I am looking, as the minister of training, at the focus these programs deliver for training and a job for students.

Mr. R. F. Johnston: What does this tell me about numbers? What I am asking you about is the fact that the government has decided it was not worth having 3,000 students doing environmental work. I do not believe for a second that you could not have hired 3,000 students. No matter what the employment levels were like out there, if the pay was appropriate, which is another matter, and the program existed, there are so many young people interested in environmental issues that that would have worked, if the government had stayed committed to it.

You stayed committed to your other programs at existing levels from what I can see, but you have cut back the environmental youth program, as you have indicated. I want to know what your plans are for next year. Does it stay at about the \$3-million figure, as far as you are concerned? Is that what you are going to ask for from the Treasurer? Would you target a larger amount?

Where does it stand? It was a big election promise, and now it seems to be dissipating.

Hon. Mr. Curling: I think we have to deal with reality too. As I have said, when the election promise was made in 1987, there was the reality of high unemployment and those young people who are interested in the environment could be plugged in there. Whether we deliver that program where the unemployment rate is at is also another reality of today.

Mr. R. F. Johnston: But you could have let it drop in summer Experience, if that is the issue. You cannot have it both ways.

Hon. Mr. Curling: Let me just deal with the environmental youth program, as you say. You are asking now if I plan to expand or to increase the environmental youth program. That is a decision I will make pretty soon.

Mrs. Cunningham: Could you clarify the decision you are going to make pretty soon, on whether to expand or decrease.

Mr. R. F. Johnston: Or get rid of it?

Mrs. Cunningham: Which program? The environmental program?

Hon. Mr. Curling: He is asking specifically about the environmental youth corps program.

Mrs. Cunningham: Do we have any influence over your decision-making by sitting here today? That is what we are here for.

Hon. Mr. Curling: Definitely. Any constructive information that is given to me I take right to the table and say, "This is what I have heard is good." I will take the credit for it too.

Mr. R. F. Johnston: Can you remind me of the salary levels that are available for these various groups? The summer Experience range is above minimum wage, is it not?

Hon. Mr. Curling: I have a feeling there is a supplementary coming after that one.

Mr. R. F. Johnston: There is. There is a list of them.

Hon. Mr. Curling: I will ask Sante Mauti to come back.

Mr. Mauti: The wage level for the environmental youth corps and summer Experience is minimum wage, although there are some supervisory positions for some projects that are above that.

Mr. R. F. Johnston: So they are both at minimum wage. Even though you had a minimum wage level job in a full-employment time, and we have already seen the problems there have been with Futures around that whole thing.

you were still able to hire 7,400 kids through the Experience program, which is about the same as last year. Yet you decided that this other program would not attract kids. I find that quite bizarre.

Hon. Mr. Curling: I hope you are not insinuating in any way that any individual was turned away from this program. No project was turned down.

Mr. R. F. Johnston: I am suggesting that the government turned away from the program, not that people turned away from the program at all. I just find it bewildering.

Hon. Mr. Curling: I gave the explanation why we had reduced from \$11 million to \$3 million. These are decisions that have to be made, and the decision was made.

Mr. R. F. Johnston: In Ontario, summer employment was about the same as last year. I have asked the question in my list of questions and I have not had a chance to go through your very detailed response. I am delighted with it but I have not had a chance to read it all as yet.

Hon. Mr. Curling: Perhaps you will give me more time. With the kind of staff that I do have, they would have gone into much more detail. I had to stop them and say, "We have to get these things inside today."

Mr. R. F. Johnston: I hope you did not ask all your 71 casuals—out of how many? What is your total complement? What are you at, 480?

Hon. Mr. Curling: Just 680.

Mr. Chairman: I believe the minister has some information from a couple of questions I asked at the end of the session on Tuesday. Do you have that information now?

Hon. Mr. Curling: Yes. Specifically, you asked for Brantford, which includes the city of Brantford of course, which has the highest number of participants in the Transitions program, 175.

Mr. Chairman: Anywhere in the province?

Hon. Mr. Curling: Outside Metro, of course, the Big Apple here.

I do not know whether you want the breakdown on others, but of the higher areas that had it too, just to give you a sample as a comparison, Ottawa-Carleton had 161, Hamilton-Wentworth 173, Brantford-Brant, including the city of Brantford, 175. Your community is a high participant. In Stormont, Dundas and Glengarry, which I know will get the attention of the member immediately, there were 19. I do not see Scarborough here.

Mr. R. F. Johnston: You shortchanged Scarborough?

Hon. Mr. Curling: Oh yes, we do. Scarborough has 61. London would be Middlesex, 110.

Mrs. Cunningham: London-Middlesex?

Hon. Mr. Curling: Reporting in Middlesex, including London, 110.

Mrs. Cunningham: Big area. Lots of young people.

Mr. Chairman: Now what are those figures? Are those the people who have been approved for Transitions.

Hon. Mr. Curling: Yes.

Mrs. O'Neill: What about Ottawa-Carleton?

Hon. Mr. Curling: Between the time of August 4 to November 30, of course, Ottawa-Carleton, 161.

1630

Mr. R. F. Johnston: Why are you not doing more for Scarborough, as a Scarborough member? I know you are not a parochial man but—

Hon. Mr. Curling: I think Scarborough is doing very well. We have not turned away any of the people who have applied for the Transitions program. I do not think we will, as a matter of fact, as long as they meet the criterion, which we are working on, the six months.

Mrs. Cunningham: We will have two new ones for you Monday.

Mr. Chairman: Any other supplementary questions on the youth area? Richard, do you have other questions?

Mr. R. F. Johnston: Going back to your statement, on that budget of what has been actually spent in Transitions at this point, that figure you gave us the other day, is that the amount that has been actually spent by people who are purchasing service or is that the amount of credit they have been able to obtain to this point?

Hon. Mr. Curling: Actually spent.

Mr. R. F. Johnston: That is of the 675 or whatever it was who have actually spent their money.

Hon. Mr. Curling: Yes, \$1,066,000 was actually spent as of November 30, 1988.

Mr. R. F. Johnston: How many months is that?

Hon. Mr. Curling: It was announced in the summer of 1987. We are talking about to November 30, 1988. It would be fair to say a startup of August 4, 1987, which was when we

start handing out applications, but as of November 30, we had then spent \$1,066,000.

Mr. Chairman: Mr. Johnston seems occupied in looking over some material. Does anyone else have a question for the minister while we are waiting? Minister, do you have any further comments on previously asked questions? You have tabled a lot of information here. Perhaps we could go through some of that.

Hon. Mr. Curling: The member for London North (Mrs. Cunningham) was about to leave. I do not know if she has—

Mrs. Cunningham: No. I would like to thank you very much for allowing me to ask the detailed questions we have been asking. We have other questions we are waiting for answers on, and I am sure we will receive them. I have just tabled with the clerk the two documents I stated I would. Mr. Villeneuve has further questions our party has prepared for the session this afternoon. I would beg your leave at this time.

Mr. Chairman: Thank you very much and thank you for your co-operation.

Hon. Mr. Curling: Before you go, I know you have a great interest in the literacy program. Mr. Johnston indicated he wanted to get into that question now too. I will keep you in mind when I am responding to his very energetic way of asking questions.

Mr. Chairman: The minister has tabled quite a number of sheets of paper here with answers to questions posed by the opposition critic, Mr. Johnston. How do you want to handle that, Richard? Do you want to go through them one at a time?

Hon. Mr. Curling: Do you want to do that or, as you said, the literacy stuff? I do not know—

Mr. R. F. Johnston: Literacy is one part of it, so we could start with that, if you like, because it is an important element we have not touched on yet.

Mr. Chairman: Do you have some comments to start us off?

Hon. Mr. Curling: I am going to be in the same position as Mr. Johnston, to find out the area of literacy he wants to ask about. If any of my staff see a literacy response contained in the copies, I could start off with that too.

Mr. R. F. Johnston: I wonder if the first thing to do is clear up that matter we had the other day about the eight-week period for unemployment insurance assistance and the Transitions aspirants who were working through the Labour Council of Metropolitan Toronto's program.

Perhaps you remember that my information seemed to be different from the ministry's. I think in some ways we were both right.

As you may recall, I raised a concern that had been brought to me by the Labour Council of Metropolitan Toronto educational and skills training centre. The difficulty seems to come down to definitional problems and who it is who actually needs these programs. When their participants apply for unemployment insurance assistance for that eight-week basic program, they do not say they are on a training program; they say they are on a job-readiness program. That is a distinction that is very important in terms of the unemployment insurance funding of them, in terms of their receiving an income during that period.

What seems to be taking place at this stage is that a lot of these people are people who have English-as-a-second-language requirements and basic literacy requirements and are receiving that as part of their preliminary job readiness. When they get to the end of the eight-week period that is now given to them—that eight-week period seems to be fine at that moment—here in Metro, certain of the officers are now having people get individual approval for any extension for their unemployment insurance based on their job readiness and whether they are available for a job or not—that whole issue.

They have now had a number of them turned down. I think about five out of 15 in one of their courses were turned down by individual officers of the Canada Employment and Immigration Commission for an extension. The group then went and argued the case at the commission and won and they have been reinstated, but they are concerned about the development. Basically, as far as unemployment insurance is concerned, being in English-as-a-second-language training or taking basic literacy is not part of job-readiness training and therefore you are not eligible for unemployment insurance when you are on it.

That seems to be becoming the issue for a lot of the people they are dealing with. They say they are coming out of the garment trade, and if we run into the prospective problems with free trade that we expect and the garment industry gets even harder hit, then those people may become an even larger problem.

On the one hand, I think you are right in saying there is in theory no problem in terms of the extension if they are taking a training course, but it becomes a matter of what kind of training they are receiving. If some of these women are

Portuguese women who basically need to get English before they can have any assistance in learning how to fill out application forms and present themselves to an employer, then they are now running into some difficulty.

Hon. Mr. Curling: The only comment I can make on that is that as you know, job readiness is a federal program. As you said, some people have successfully negotiated to get unemployment insurance money when they encounter those problems. That seems to have gone away a bit now. It all depends on what region and who negotiated with these unemployment insurance people.

Mr. R. F. Johnston: But as you were saying, you are willing to have Transitions funding go on to cover such things as ESL or basic literacy. What I have been discovering is that unemployment insurance is not automatic now, at least not after the eight weeks, and the problem then becomes one of income for those people as they may want to take one of those courses. I just thought I would bring that to your attention. It may be something you would want to discuss with your federal counterparts, to make sure it is not prohibiting participation in Transitions unnecessarily.

Hon. Mr. Curling: Yes. I think you are also aware the Premier presented, at the last first ministers' conference, Canada training allowance to sort of bridge that. Bringing that to my attention too, yes, it is—

Mr. R. F. Johnston: As a stopgap; at least that practice could be curtailed.

Hon. Mr. Curling: Starting off about the literacy program, again, some of this will cover it and I will pass around what I am reading out, too. There was some misunderstandings, especially from the member for London North who asked some questions with regard to funding, the amount of funding that is available within my ministry or within this government in regard to literacy.

We spent \$100 million over the past two years in regard to adult literacy. In my ministry, the Ministry of Skills Development, under Ontario Basic Skills we spent \$20 million; under pre-employment preparation another \$12 million; under Ontario Community Literacy \$5 million, and under Ontario Basic Skills in the Workplace another \$3 million, for a total of \$40 million within this ministry itself. For other ministries such as Education, Citizenship and Community and Social Services that have programs, it is \$10 million. That gives a total of

\$50 million for Ontario's spending on literacy. Again, we in this ministry are spending \$40 million of that \$50 million.

1640

Participation in the Ministry of Skills Development literacy programs in 1987-88: Under Ontario Basic Skills, we had 16,344 trainees participating in basic skills training in 22 colleges and other campuses and community facilities. Under Ontario Community Literacy, 142 community groups offer literacy training in a wide variety of community facilities to adult illiterates. Under Ontario Basic Skills in the Workplace, there are 1,800 trainees who participated in a total of 91,000 hours of basic skills training in 80 workplaces, which was sponsored by unions and employers. Unions are doing a lot of work in regard to literacy lately.

That is the overview of our literacy program and the amount of money that has been spent by this ministry and by the government itself. Lately—I will not go into this—we saw the federal government put \$110 million over five years over the entire nation to combat illiteracy. With that, we hope to work more closely with the federal government in combating what we have, which is a quite a sad situation in our country and our province, looking at a rate of about 24 per cent of our adults who are functionally illiterate.

That would open it up. If there are other questions you may have at this time, I am prepared to respond.

Mr. R. F. Johnston: The question I have concerns your priorities in this field, not individually, but as a government. It strikes me, as somebody coming fairly new to this ministry, that at least in this year's approach in your budget, fairly short shrift has been given to the community groups. They have not been getting the kind of money they require. They are groups that have been operating the longest in some cases, and for many, many years on a real shoestring while literacy was not a politically sexy issue.

My understanding is there were a number of applications made to you—42 for expansion and 20 totally new programs; I think I might have reversed those figures when I talked about it in my opening remarks—and that none of those requests have received funding. All the expansions were turned down and all the new projects were turned down, even though these were groups with experience in the community, generally speaking, and had proven records. The general theme was a holding of the line in terms

of their budgets, not even a recognition of inflationary costs for these particular groups.

Can you, first, just confirm whether or not that information is accurate?

Hon. Mr. Curling: I do not think it is totally accurate. If it is not accurate, I should not really start with a negative. I think one of the things that happened, as you said, was the political sexiness of literacy.

I think the government made some very deliberate moves in order to combat illiteracy—one, to get it under one ministry and a minister responsible for it. It used to be, as you know, under other ministries such as Citizenship and Culture. In that move, it took some time to set up offices and what have you. I do not want to say there was some delay, but it took some time to set that structure up.

I went on a campaign personally and so did my staff in promoting the fact that literacy is something that should be of concern to all, not only the community literacy groups that have been fighting this struggle for years, but to be taken up government-wide.

I think you caught on to the fact that the consciousness-raising it was enhancing was being promoted by the Southam report that came out that put a lot of publicity into it and helped it along. So when the next time came around for programs to be funded, I think they were very optimistic, in the sense that at last government was paying some attention.

At that time, we were in the middle of the fiscal year. There was \$40 million in our budget. Many applications came in. I do not know of any group that had started that was turned down. They did not get any increases, of course.

Mr. R. F. Johnston: I never said that.

Hon. Mr. Curling: I am not saying you said that. I said most programs received the same level of funding at the end. That is the point you are making, not making any provision for inflation. What I had to wrestle with, though, was that there were more programs and more community groups that were applying.

Mr. R. F. Johnston: You did not give any of them anything, anyhow.

Hon. Mr. Curling: No, there were other groups. We had more groups.

Mr. R. F. Johnston: No community groups. Did you give to any community groups?

Hon. Mr. Curling: New community groups got funding. We had native groups that got funding and we had French groups in the community that got funding. But you are right to

say that there were no increases taking inflation into consideration. I took the position of going to more programs.

Mr. R. F. Johnston: Let's get into the nitty-gritty of this, then. One, you would hopefully accept the fact that a freeze in funds is a cutback, that if the costs to a group because of inflation are higher this year than they were last year, and you do not recognize that in your budgetary item, you have actually cut back the amount of money you are giving to community groups. The \$40 million this year is not worth the same \$40 million it was worth last year. It is worth less than that. Do you accept the fact that you have consciously made a cutback in funds to those groups?

Hon. Mr. Curling: That argument I accept. If I do not have the money, I cannot spend it.

Mr. R. F. Johnston: Two, how many of these specifically new groups did you actually fund? I know of the requests that were made by the coalition for these expansions—42 expansions and 20 totally new—which did not receive a cent. Which are these projects that got money? How many of them are there and how much money did they get?

Hon. Mr. Curling: Twenty community literacy groups have been funded in addition to the previous year under our special project fund. Remember, again, you are dealing with the fact that I have the same amount of money to deal with and under special projects, I funded 20 community literacy groups.

Mr. R. F. Johnston: Is this a different budgetary item or the same budgetary item?

Hon. Mr. Curling: It is different from the Ontario Community Literacy grant. This is a different fund altogether.

Mr. R. F. Johnston: Okay; let's not deal with apples and oranges.

Hon. Mr. Curling: But you are the one who asked me if it is a different one and I am saying yes.

Mr. R. F. Johnston: You gave us a page here, which is very helpful. It has on it the various groups—Ontario Basic Skills, pre-employment preparation, Ontario Community Literacy and Ontario Basic Skills in the Workplace, right?

Hon. Mr. Curling: Yes.

Mr. R. F. Johnston: You have dollars that total up to \$40 million there. Does that include the special projects, and under which area?

Hon. Mr. Curling: I am going to ask Jan Rush, the assistant deputy minister for the skills

training division to come forward. The question here is about the Ontario Community Literacy funds of \$5 million and the 20 community literacy groups that we have funded under the special project fund. Is that fund inclusive?

Ms. Rush: No, the special project fund is a separate line item under the Ontario Training Strategy, so in terms of the Ontario Community Literacy grants for ongoing funding, they were as you described.

Mr. R. F. Johnston: So then I was accurate in my depiction of what has happened to the Ontario Community Literacy funding and those groups that are part of that. As a matter of fact, the status quo held. They got no increase at all and the requests for expansions that these groups brought forward and new programs they brought forward were all denied.

1650

Hon. Mr. Curling: Yes, but you should be mindful of the fact that some of the funding that was given out to these groups was 12-month funding instead of partial funding in the past, so that some were getting, I do not say more money, but they were getting money to fund their project for a longer time.

Mr. R. F. Johnston: Let's not get into too much of that because we also know the whole problem about when they got their money, when they got the notice of their money and how dangerously close to the line a number of them were in terms of loans they had to take out to keep staff on and that kind of thing.

I am just saying that from my perception as an outsider to this, it strikes me that there has been conscious reduction in government commitment to these Ontario community literacy groups, which have been out there fighting the battle of illiteracy now for the longest time. I do not know if you got ambushed at cabinet. I presume you asked for more money, but I find it interesting that this is the group that gets held back.

If you can give me a breakdown of those special projects, those 20 that you say have been funded under the special project fund, that would be very helpful. Do you have it here? I would just like to see what those groups were.

My other question on this comes down to your priorities in terms of flim-flammy and public relations stuff, rather than funding these kinds of groups that have been doing this basic grass-roots work. I put that question 48 to you and you have now given me a response. I am a little shocked. The total budget for the conference that was held at the convention centre was \$85,369, at the

same time as no new money was given to these groups. I remind you that this money would have been very helpful as inflationary assistance to any of these groups. It also could have funded probably three new projects to actually specifically help people out.

Instead, what we have are a nice kit and a nice pamphlet that you send around. I do not know how much that costs. Perhaps you can give me a costing on how much this thing is worth, which you recently sent out again to all the participants in the conference, this lovely, glossy production, a summary of the remarks of the minister, the Honourable Alvin Curling, and other participants and an extra copy of this for all those people in case they did not get one in the first place. You can throw money around like this. How much did this follow-up kit cost in terms of sending that out afterwards at the same time we cannot find money for the community groups? That is a question I have for you.

Hon. Mr. Curling: Let me address that because it is a philosophic view as to how we go about doing these things. I dare say I have some experience in working in the grass-roots area of literacy and trying to find money to fund literacy for the last 14 years. It is a very frustrating effort, I know, even coming to government at the time I did.

My strategy and that of the ministry is that we have to reach out to find some funding and bring in all parties in the province-wide community. I am talking about businesses and unions that are to be involved in this program. I personally went around with the staff to conferences, but also one of the main things was to tell businesses of the effect illiteracy has on society, what the cost is to them and that they have to start to contribute.

To reach those people is why we have conferences and why we have brochures which you may call glossy and what have you. We feel that if we can touch the nerve or the pocketbook, if you want to call it that, of the businesses, to say where the losses are, then the response—I am fully convinced, regardless of how much I come to my cabinet colleagues to get that type of money to fight this problem we have, that there is not enough money anywhere in the government to do that. It takes the corporations, unions and businesses to do this.

I know we can stand here and say, "Why spend money on a nice, glossy cover?" and get into that kind of debate. The response I am getting from businesses now—also, there will be a forum so that community groups can plug into business. What I have done is open the doors. I know they

will respond because they are feeling it now in their pockets, with lost production, accidents in the workplace and a number of other things that are related to illiteracy. Sure, I can provide you with the costs of the glossy cover, which would not in any way explain the benefits we really get from doing all of that.

Mr. R. F. Johnston: It is a matter of judgement and balance in these things always, in how you do it. I guess L'Hotel is your average hotel operation. It is not what you call one of the great hotels of Ontario, or as expensive. Maybe it is felt that putting on showcases there is a useful thing.

At the same time as you have community groups working with inadequate supplies because you have not given them an increase that accounts for inflation in terms of their increased costs for providing basic elements for their students to learn how to read, you can have people go to a lunch at the convention centre. Now you can have a follow-up convention meeting to again try to elicit some money because you have failed to elicit even an increase for inflation for these groups. These people are not living in a dream world of expectations from government, and they certainly are not living in the dream world you seem to be living in in terms of what is going to be coming into the coffers from business.

Finally, we have political credibility for this issue. Even somebody like Brian Mulroney—pardon me, I say to my Tory friend—feels constrained during an election to make a \$100-million announcement on this thing over five years. The total number is what always grabs the papers and he therefore felt constrained to do that, because it is so politically important for governments to move on this.

During that same period, you have failed to even get a cost-of-living increase for these groups that are doing the basic work out there, but you can wine and dine people at the convention centre. All these people wanted was some recognition of their basic costs, of their priority in this whole thing and some recognition by cabinet that they are worthy of that. Now you are telling me that the costs would be far too great.

I do not think the costs for those extra programs would have been that stupendous an onus on this government. We are talking about an overall budget of \$5 million to those groups. By your own admission, there are 142 groups working around the province of Ontario that divvy up \$5 million to reach people in the really

wonderful ways that they do, and you could not even find money from your cabinet to get them a cost-of-living increase.

Hon. Mr. Curling: This could be a tremendous debate, a difference of philosophy. It is like the question of feeding the poor, one might say, and whether we give food to the individual who comes and asks us for the food each day or whether we train this individual in order for him to deal with the problem. Do you know the story about the fisherman? Do you give him fish or teach him to fish on his own so that then he can be self-sufficient?

I feel again very strongly—

Mr. R. F. Johnston: That is a terrible analogy. The real analogy here is in terms of the role of corporations in charity and their contributions in that area. Governments have been wining and dining the business sector for years, trying to get them to give more to various groups within society, and still we have one of the lowest percentage contributions of any industrialized nation, and you are now saying that is where you are placing your eggs.

You want to place \$85,000 at least for a first shot—and God knows what you paid for the follow-up or for the extra bummf you are putting out—which makes people think they can go to their local community group and get service when they cannot because the group has had to cut back because you have not given it an increase for inflation. While you are out there raising expectations, you are going to a source which in the past has proved to be a very poor source to go to for this kind of funding.

This is another reason I do not think you should have literacy, frankly. I think that should be back under the Ministry of Education where it deserves to be—

Hon. Mr. Curling: I do not think it should be—

Mr. R. F. Johnston: —and that it be seen as a prime responsibility of government, not of going to businesses and wining and dining them and hoping that will convince a few of them to throw in a few bucks.

Hon. Mr. Curling: We see things differently. I have a different vision from yours, the same way I felt very strongly that I could get the unions on the side of literacy, and they are. A couple of years ago they were not on the side of coming into the game of literacy. They turned away and today they are participating much more, and I think they are doing a tremendous job.

Mr. R. F. Johnston: They were not opposed in the past. You know that is an unfair characterization of their position. It is the way they were dealt with in the past.

1700

Hon. Mr. Curling: It is the same thing with business. I can tell you that there are businesses that take part in contributing to literacy in the province that were not there. There are unions too. I am much more optimistic that we can get more in. If you want to have the glossy thing to attract them to L'Hotel and then they contribute millions of dollars more, that is fine. I know when I was in literacy that corporations were contributing—

Mr. R. F. Johnston: Do it while you are giving the basic entrées to these groups. Do not slap them in the face with your hors-d'oeuvres from L'Hotel, which is what you are essentially doing. You are telling them they do not have any increase for their basic costs, for pens, pencils or whatever. They are already working on a staffing basis which you know is outrageous in terms of the commitment that those people put in, but you have money to put into—not shrimp but whatever else it was you served down there.

Hon. Mr. Curling: We did not serve any.

Mr. R. F. Johnston: I did not say you did, but whatever—

Hon. Mr. Curling: You just said that.

Mr. R. F. Johnston: No. I said not shrimp, but whatever it is you did serve down there. You have the money for that. That is a slap in the face for those people. I do not understand why you do not see that, as somebody who has come from that background. How would you react if you were out there in the field, had been doing this work for years and thought that the least you could expect would be to be able to do what you did last year?

Yet your government and you as the minister have not even provided them with the same resources that they had last year, while you go dining at L'Hotel. You are making it sound like these programs are available everywhere and you are funding them to the nth degree. Surely you would feel that you had been slapped.

Hon. Mr. Curling: The view you have is that only the government will contribute funds to literacy. My view is that a community group itself can get funds from the private sector, from the unions and also from government. I still tell you that if you think there is enough money in the coffers of this government to look after that high 24 per cent and to resolve the illiteracy problem—

Mr. R. F. Johnston: You cannot have it both ways.

Hon. Mr. Curling: Exactly. So I am saying—

Mr. R. F. Johnston: You have got money for promotion.

Mr. Chairman: Would you allow the minister to finish his—

Mr. R. F. Johnston: You have money for the special project fund for 20 new projects elsewhere, but you snub this group that has been there at the beginning and has been doing all the hard work. That is the fact. You have found money for some things.

Mr. Chairman: Would you allow the minister to complete his answer?

Hon. Mr. Curling: I did not snub them. I concur with you that yes, they did not get that cost-of-living increase, but also that they have been funded over a 12-month period. We have funded 20 more projects over and above what we had before. Not only that, but I am opening doors. I am trying to use the government to facilitate that. Not only that, I am using my influence as a minister with my other colleagues to be sensitive to literacy in all the other ministries too.

Of course, we can quibble for a long time that that \$85,000 caused the entire literacy program to grind to a halt. In the meantime, I am impressing upon my colleagues at the table too the need for more literacy programs.

Mr. R. F. Johnston: Is your message to these groups that they should be going elsewhere for money?

Hon. Mr. Curling: That is right.

Mr. R. F. Johnston: That they should not come to you?

Hon. Mr. Curling: But not only am I saying they should go—

Mr. R. F. Johnston: That is your message to these groups: “We will underfund you. We will not give you what we gave you last year. You go elsewhere for money.” Is that your message to these groups?

Hon. Mr. Curling: No, that is not. The message is that we are not the only source of money and I am going to use my office—

Mr. R. F. Johnston: Should they cut back this year?

Hon. Mr. Curling: No, I do not think they should cut back.

Mr. R. F. Johnston: Should they cut back? Should they reduce the number of people they are serving?

Hon. Mr. Curling: No, I do not think they should.

Mr. R. F. Johnston: Then why did you not give them enough money to do what they did last year?

Hon. Mr. Curling: Because there was not enough money. You are saying that \$85,000 can solve the problem.

Mr. R. F. Johnston: No, you had a different priority. You found money for other things in your government and you did not find it for them. So your message to them is: “We are not going to give you as much as we gave you last year. We have less of a commitment to you now than we had last year. You go find money elsewhere. We are now stoking the coals of private enterprise to provide that money for you. You go find it.”

You talk as if they do not already spend a lot of time going out and getting extra money because they are already working on very basic budgets. Most of these groups do get a lot of other community support besides that which you give them because they have to just to get by.

Hon. Mr. Curling: That is the same point I am making, that they did not get all the money and I am trying to open the door—

Mr. R. F. Johnston: The nice message to those groups is that you are going to give them less.

Hon. Mr. Curling: I am opening the door in a sense to bring to the attention of the corporations and the businesses out there that literacy is not only to be advocated by the community literacy groups but also by the companies themselves. I have impressed upon unions that they too are to open up their thinking and action in arresting this illiteracy that we have.

I am encouraging those groups to go to those areas, not only just to go but I am opening up those doors too. We could argue, of course, that \$85,000 might do five or three more programs, and still we would not solve the problem. That would be almost like a parochial look at it. I am saying that I am responsible for delivering literacy to all here, not only by our money but by facilitating them getting to other groups.

Mr. R. F. Johnston: I think that the message you are sending out is much clearer than that and that people will get that message very directly, those who are watching and anybody else who is out there in the field. They know what is really happening.

Mr. Chairman: I have a supplementary on this area that Mr. Johnston asked about. On this sheet that you distributed, Minister, you have

Ministry of Skills development programs, total \$40 million and Ontario community literacy, \$5 million. Does the question that Mr. Johnston was asking relate to the \$5 million, or are the other \$35 million also used for literacy?

Hon. Mr. Curling: For clarification, yes. I think Mr. Johnston is narrowing his debate on the Ontario community literacy group. That does a tremendous job, and that is the \$5 million he is talking about. To be direct then, that the money we have spent there in that conference would have been spent here in that \$5 million. That is not recognizing the fact that the government itself spends \$50 million per year on literacy and on the community literacy group we spent \$5 million. I am in full agreement with him that there could be much more money there, but one has to just be realistic. I can only spend what I have.

Mr. Chairman: Are there any other supplementaries on the literacy area before we move on to something else? Seeing none, Mr. Johnston, did you want to follow up on any of the other written questions?

Mr. R. F. Johnston: I would like to move to one of the other ones that I still find outrageous, which is the question about the tools program.

Mr. Chairman: Could you identify which question number that was so that we can find it?

Mr. R. F. Johnston: Let me see if I can find the response, which might be easier for you. It is question 33.

Mr. Chairman: The package should be in numerical order. While we are waiting, the question was: "Why is the government willing to pay up to \$30,000 for an international marketing intern's salary when it pays participants in the Futures program minimum wage and when the maximum allowance to an apprentice under the tool program is \$700?" That is the question that was posed.

Do you have any comments on that before we go to some follow-up questions? Everyone has a copy of the written response. I thought perhaps you would wish to make some brief comments before Mr. Johnston—

Hon. Mr. Curling: Are you not satisfied with the response? I thought we were quite detailed here.

Mr. R. F. Johnston: It is a matter of contrast that I wanted to draw forward in terms of priorities of this government, that for an international marketing intern you can have \$15,000 a year for two years, maximum \$30,000. If you are going to be a skilled tradesman, we will give you

\$700 towards your tools, which may cost you \$5,000. That is basically what you get, and that is it.

Although I will not get into the recent arguments that you had with Mrs. Cunningham about the money you are putting into apprenticeship, the government puts virtually no money into the actual hands of an apprentice who is taking training. That money comes from elsewhere. There is no commitment in that area, but there is still this program around international marketing where you are going to provide \$30,000 to an individual. That is a question of priority, in my view, in terms of what kind of message we get from the Minister of Skills Development, in terms of where you would throw your bucks.

Your answer is basically that this is apples and oranges. My answer is that it is not apples and oranges. These are different kinds of training allowances that you are making available. In some places you do not make any available, in the case of a skilled trades person you give them \$700 and in the case of one of these international marketing types you will give them \$30,000. It is fairly clear where your priorities are.

Hon. Mr. Curling: If you want us to explain the marketing intern salary I can do that, but I do not think I will convince you otherwise. You just feel that those people should not get that money.

1710

Mr. R. F. Johnston: What do you give to an apprentice who is going to school? What is your contribution to an apprentice's salary? Zero, right?

Hon. Mr. Curling: We pay the tuition. The tuition is paid and the administrative cost of the apprenticeship training is paid.

Mr. R. F. Johnston: What do you pay the student? You pay the apprentice nothing. That is paid by the employer, right?

Hon. Mr. Curling: The employer pays the employee, yes.

Mr. R. F. Johnston: Here we have a case where there is a person who is going to get 50 per cent of his salary. I presume the other 50 per cent is going to be paid by the corporation. Is that it?

Hon. Mr. Curling: Yes.

Mr. R. F. Johnston: So in this case, for this kind of an apprentice, in terms of management, that person gets 50 per cent of his salary assumed by the government for two years, whereas an apprentice gets nothing. If you are going to think of giving assistance with some of the costs of becoming a full tradesman, then you will give

him \$700 towards his tools which, as I say, can range from anywhere between \$2,500, which I think is a minimum for some trades, to \$7,000 or \$8,000. That is just a very interesting set of priorities that you have. Why do you do that?

Hon. Mr. Curling: The marketing interns are not apprentices anyhow, and the apprentices are being paid. It is not a matter of saying whether we are paying it or not. The employer is paying it.

Mr. R. F. Johnston: Let's look at another scene then. Let's look at Transitions. You do not pay any salaries there. You do not pay half of the money for getting somebody who has been laid off as an older worker back to work. But you pay 50 per cent for somebody to become an intern for marketing. Why? Why are the corporations in such need of this assistance in this area, whereas they are not for anything else?

Hon. Mr. Curling: When we train an apprentice and give a tool fund to that individual, when the administrative cost is paid, when the tuition fee is paid, it is almost contributing to the employer or to the corporation in the same way as a marketing intern. One is an apprentice, of course, and the other one is being employed.

Mr. R. F. Johnston: So you are saying that they are parallel.

Hon. Mr. Curling: Of course; they would contribute to the economy in one way or the other.

Mr. R. F. Johnston: I am not sure; I am sure the one will. You might explain for me how much the international marketing person is going to add to the economy in comparison with the skilled tradesman. That would be an interesting discussion to get into: the government's investment into the private sector as management.

Hon. Mr. Curling: I could ask Jan Rush to go into detail about the marketing intern, but I am getting the drift that you do not want that to be explained, you just want to raise it. You have your view about the marketing interns, that they do not contribute to the economy. You feel that the people in apprenticeship do contribute. I do not want to win you over, but just explain it.

Mr. R. F. Johnston: I am just saying that if there had been a good explanation I might have thought that it was useful. But I am just saying that your priorities are clear. As the Minister of Skills Development you are willing to put in a fair amount of bucks in terms of supplementing the corporations that deal with international marketing, but you are not prepared to do it for an older worker who is trying to get retrained and you are not willing to do it for an apprentice who

needs tools. You are only going to give him \$700. You have said what your priorities are.

Hon. Mr. Curling: I presume it is appropriate to ask a question. What is the budget for the marketing intern? I gather than Mr. Johnston is comparing this marketing intern program with the tool fund or any other profession. Maybe Ms. Rush could explain to you about the money.

Mr. Chairman: I would be interested in knowing how many marketing interns there are.

Ms. Rush: There is \$2 million in the budget for international marketing interns with a maximum contribution to the employer of \$15,000, which would represent the maximum of half the income or half the salary paid to that individual.

Mr. R. F. Johnston: Two million dollars? And you cannot get Transitions to spend that much money because of income problems?

Ms. Rush: It will take me a minute to dig up the numbers. Thank you. It did not take me a minute at all to dig up the numbers. They have appeared. As of August 31, 1988, there are 259 interns in the program.

Mr. Chairman: The answer was printed here. It says: "The purpose is to develop a broad base of young, export-oriented, experienced marketing people to promote Ontario products and services outside Canada and to make recent graduates more attractive to industry." Is there an evaluation that goes along with this program to determine whether or not the program is effective in meeting this objective?

Ms. Rush: Yes. The program is actually delivered by the Ministry of Industry, Trade and Technology. It was developed in their trade department about seven years ago. Part of the program requirement and qualification is that the young individual must experience international marketing in an international market for a significant portion of the time. One of the reasons for the high subsidy was a recognition that the employer would be contributing a large portion of the cost of international travel, which is a very expensive component of business.

It was felt at that point that if Canada and Ontario were to be effective in the global market, we would need to have more people who were aware of what it took to actually market appropriately and find a market niche for products outside the borders of this country.

The evaluations have been done by the Ministry of Industry, Trade and Technology and most of the people found permanent jobs in international marketing. I have not seen them for some time, but there were figures of the actual

sales these young people would assist firms in making abroad. That material is available through the Ministry of Industry, Trade and Technology.

Mr. R. F. Johnston: There is no comparison in terms of what would have happened if the corporations had just done it themselves, or is there?

It is great. International travel paid for. This is wonderful. Maybe we can get this for some of our skilled apprentices. We could send them over to learn stone work in Scotland or something like that. What a novel idea. I think this is tremendous. It should be expanded and made available to others. Some \$2 million is being spent on this at the same time as we cannot make meaningful programs work for older workers.

Hon. Mr. Curling: I am sure most of the products that are being made by the journeymen or the apprentices who have gone through that—we do not live in this kind of narrow market. It is a global economy. We live in this global village now. We would like to send some of those products that were very efficiently made by those journeymen who were trained or funded, to access them. It is nice to have all that manufactured stuff not stay home, but to sell it. There is a role for the market interns. You may disagree. You have a right to do so. I presume that is what you are here for as a critic.

Mr. R. F. Johnston: I just find it an interesting priority when you have no money for the community literacy groups and you have no money when Transitions really works.

Hon. Mr. Curling: I know you would like us to shut down the ministry itself and just fund one program.

Mr. R. F. Johnston: You do not have money for other kinds of things that might be useful in terms of income supplementation for some of these other people, but you have \$2 million to throw about to international corporations that are dealing internationally anyhow in the export field. It might be considered part of their responsibility to develop the expertise to be able to deal in their own areas. You give them that corporate welfare by supporting their workers at \$15,000 apiece for a couple of years, but you do not have money for these other programs. I think it speaks volumes for your priorities, that is all.

Hon. Mr. Curling: I hope your thinking is not so narrow. I know it is not. I have watched you for the last three or four years and you do have a good concept of it and know that, of course, what

we export generates jobs. What we make can be sold. There is that facilitator to do that.

Mr. R. F. Johnston: I imagine you aided the profits of these corporations no end by doing this.

Hon. Mr. Curling: I am sure you are not so insular in your thinking as to feel that—

Mr. R. F. Johnston: Certainly not. I am just glad to know you are into corporate welfarism but will not make these social welfare programs that you have for older workers and others work. I find that just fascinating.

Mr. Chairman: Mr. Villeneuve, do you have a supplementary in this area?

Mr. Villeneuve: It is on Transitions. It is not quite a supplementary.

Mr. Chairman: Before we leave this other question, does anyone else have a supplementary on that? Okay.

Mr. Villeneuve: I look with interest at the statistics, the participation by regions in Transitions. I cannot help but have a large question mark. The areas that are the most economically deprived in our province are the areas that use the Transitions program the least.

I look at eastern Ontario, which basically includes the area from Belleville east. It is quite a large population. It is 13 per cent. Well over half of that 13 per cent comes from probably the most affluent area within that region, which is Ottawa. Is there a problem with Transitions then?

I certainly know that Prescott-Russell and Stormont, Dundas and Glengarry, including the city of Cornwall, have had a number of plant shutdowns and have a number of people who in my opinion should qualify for Transitions retraining. Is there a problem with the criteria to qualify? Is six months not enough? Are they not aware of this? What is the problem?

1720

Hon. Mr. Curling: We went through a bit of that. First, the question would have been asked, in your area, has anyone applied for this program who has been turned down or were the criteria maybe too strict for them or so on? We would have to ask these questions and pursue that manner of investigation. I do not know. I cannot answer that question for you.

If you are saying that in your area there are quite a lot of plant shutdowns and layoffs, it is quite possible that many people who have been laid off have got jobs elsewhere and did not need the program. I am not saying that is the case, but that is a possibility. I then have to ask the question, if they qualified, why did they not apply? If they applied and were turned down,

were the criteria too rigid for them? I do not know. I do not know if we have that specific response today.

Mr. Villeneuve: You could not tell me how many people probably inquired and for whatever reasons did not decide to pursue it? There seems to be a problem. I see the urban areas participating. I see those areas that are less urban as those areas that participate the least. I know the numbers may not be there, but I am amazed that Stormont, Dundas and Glengarry, which includes the city of Cornwall, has 19 participants out of a population base of almost 120,000.

Hon. Mr. Curling: Let's say that 50 or 60 people in that area applied and have their voucher in their hand but have not yet cashed it, gone through any training, but 19 of those people have come in and have done their training or are doing some training or start cashing in those funds. It is possible they still have that voucher, which has a life of two years.

Mr. Villeneuve: Twenty-four months.

Hon. Mr. Curling: Yes. Again, the figure may be misleading in that sense, saying these are the only people—these are the people who are actively using the voucher.

Mr. Villeneuve: Where is the information about Transitions disseminated? Is it a regional office? If a plant shuts down, reduces its manpower requirements, where do the people who could be eligible for this Transitions program get their information? Could you just explain that. I am not that familiar with it.

Ms. Rush: We use the Canada employment centres. They have been very helpful at putting the Transitions information out. We have also used help centres in other areas. There are communications in our local offices. There are communications materials around. The administration of the program is done at Queen's Park. When we are aware of a plant shutdown we are part of the team with the Ministry of Labour that goes in and offers support. That material is taken directly to the individuals involved; we are in very close contact with the Ministry of Labour so that as we are aware of a situation we start putting the team together.

In areas where we are aware there is a smaller shutdown area or we think there are clients we are not reaching, we have used ads in the classified sections. Some of the papers have put ads in about Transitions with a mailing address and a phone number so they can reach us directly. We are using a number of other business groups as

well, such as chambers of commerce, making them aware of the program.

Mr. Villeneuve: I know of some industries within the area I represent. Certainly textiles and the shoe industry are two that have been struggling and are probably going to be among those that will suffer under the free trade agreement which has just been signed. Transitions should be, I think, a high priority and should be readily visible to these people as an alternative. They may, as you say, find employment in something else and fit right in, but as they come to that age where they qualify under Transitions, I would like to make sure they register in that six-month period.

I hope there are no technicalities here that get in the way, that eight months after the plant has shut down or after they find themselves out of work and maybe have tried something else, they would be eliminated by a technicality. I hope there would be enough flexibility here that if they qualify under the age criteria, maybe that 24-month period should be the qualifying time as opposed to six months.

Hon. Mr. Curling: My staff can correct me if I am wrong, but I know when the program started we had some flexibility with the six months, and now we are into the six months because we wanted to make sure that everyone knew about it. I think your concern would have been quite legitimate at the beginning of the program, saying that by the time we know about that we are seven months into our layoffs. We were flexible then. It has been six months now. We had this debate earlier on. We have to look at Transitions and how to improve it if it needs improvement.

Mr. Villeneuve: The predictions are that the economy will stay fairly buoyant throughout 1989. I hope it does, but we may find ourselves in a recession where a plant might have closed in the fall of 1988 and then a 45-plus-year-old person in 1990 all of a sudden is out of a job. There may have been a couple of jobs in between there.

Hon. Mr. Curling: You must understand too that for many of the people who have been laid off and who were working for 25 years, certain realities come to those individuals as soon as they have been laid off; that they would need literacy skills, for instance.

While we have programs that can address those problems, he or she would have to come to the realization, "I will face up to that and come forward." Some of the reality is there, that while people have operated under those conditions for 20 years in a certain job they find they need more

skills with which to enter a new field. It is attitude and counselling and all that goes with it.

We work pretty closely with the Ministry of Labour. I think it has been a good year in which we have worked very closely with the federal government, the unions and the Ministry of Labour, to see some of the psychological changes that go on with those individuals, to see whether they need training or some reassurance to go back into the workforce.

Mr. Villeneuve: I simply go by the statistics. There is a 13 per cent uptake in eastern Ontario, two per cent in northeastern Ontario and one per cent in northwestern Ontario, which says a total of 16 per cent in what is considered to be the most economically depressed area of our province. All I say to you, sir, is that maybe there should be something done that would reinforce the fact that this is available to these people. I still question why the uptake is basically in the areas that are the most affluent in our province.

Mr. Chairman: You may say "the most affluent," but some of those areas, for example my area, have a major—

Mr. Villeneuve: But there is a strong uptake in the city of Brantford.

Mr. Chairman: Yes.

Hon. Mr. Curling: Your area is quite affluent, Mr. Chairman.

Mr. Chairman: It is fairly affluent, but the people who were laid off at Massey-Ferguson as a result of the shutdown, who lost their positions, certainly need the minister's support.

Mr. Villeneuve: I understand that.

Mr. Chairman: Mr. Johnston, do you wish to pursue another area at this point?

Mr. R. F. Johnston: Please. Where to start?

I wonder if we can just deal a little bit with the statistical information based around question 34, the access programs? I am wondering what analysis has been done of the figures you present in terms of the percentages of target groups—women, francophones, natives etc.—that are listed here. This is question 34.

There is a fair range of participation in these various groups. It is quite interesting actually to look at the rates, for instance for francophones under Ontario Basic Skills versus Ontario Basic Skills in the Workplace. There are 11 per cent in the former and one per cent in the latter. If you go through the figures there is a very interesting spread of percentages, and I wonder what kind of analysis and evaluation has been done of this data.

Hon. Mr. Curling: Again, I will ask the assistant deputy minister to respond to that.

Ms. Rush: I am not sure exactly what your inquiry is.

Mr. R. F. Johnston: I find the information useful. I am very pleased you are gathering this information. Let me start off from that.

Hon. Mr. Curling: I should say again it was one of the questions you asked in the last estimates we put forward.

Mr. R. F. Johnston: Yes. I am delighted you have been gathering this information since that time. I think it is a very important step forward.

I guess what I am looking at now is an analysis of it. You have the rough information broken down and it is interesting, but for instance, without knowing the detail of it, if I were just to take the first two components, Ontario Basic Skills versus Ontario Basic Skills in the Workplace, and look at your target groups: the women stay comparable, 60 to 62 per cent; francophones are 11 per cent of the straight basic skills program, but in basic skills in the workplace they are only one per cent. I wondered if an analysis had been done of those kinds of differences that exist in these various elements.

1730

Ms. Rush: In general terms, yes, but not specifically. I think what we are pleased about in terms of the figures we see is that the groups that have the highest illiteracy problems are taking a larger percentage than they reflect in the population, significantly, of many of these programs. Our overall feeling is that we are indeed meeting the groups that are in the greatest need.

In terms of the workplace, we feel it reflects the situation in the workplaces that are being reached so far. Those are really pieces of information we collect.

Mr. R. F. Johnston: Is there a regional component of this? For instance, if you look at those items, francophones 11 per cent and natives five per cent on straight basic skills; and then you move down to workforce and it is francophones one per cent and natives up to 10 per cent. I found it interesting there would be that leap. Is that because of regional effectiveness of the workplace programming? What kind of analysis has been done on it? I am not expecting you to give it to me at the moment, but I think those kinds of things could speak volumes or could just be the way things are started up in various areas.

Ms. Rush: The major initiative under Ontario Basic Skills in the Workplace, which is our

arrangement with the three large unions to deliver on the most broadly based part of Ontario Basic Skills, is just now beginning so we are just now starting to get large bits of data on Ontario Basic Skills in the Workplace.

Mr. R. F. Johnston: Another one I find interesting is around Futures, which is found on page 2 of that response, but is also broken down later in a response specifically about Futures that I asked for. Francophones are roughly five per cent and the specific breakdown on the response to question 66 is 5.4 per cent, but this is actually a drop in the percentage of francophones participating in the Futures program, even though the overall group has dropped in total number to only 23,000. I find that an interesting fact. I wonder if you have done any analysis of that particular phenomenon.

Ms. Carr: We do not have any analysis here at the moment but we could provide that. The pre-employment preparation component of Futures has a higher proportion of people in it, so it would be higher, between 5 per cent and 10 per cent. That is the literacy component.

Mr. R. F. Johnston: That makes sense given the nature of the reduction. If you look at the numbers now, that makes sense, but I guess what I am looking at is the overall target group underneath that where native participation has been increasing. One would expect, as the large group drops, because they are underemployed or have a larger unemployment rate, that their percentages would go up, but I am interested that the francophone participation has dropped. I do not know, again, if that has some regional reason behind it or not.

The reason I was suggesting before that these kinds of statistics be gathered is because that kind of evaluation could then be undertaken. If and when it becomes available as you do your evaluations, I would be pleased to receive anything you feel is not protected under the privacy legislation.

Hon. Mr. Curling: We could provide you with that information, but keep the regional aspect in mind because sometimes when we look at it and talk about the breakdown and how many francophones are participating, it may be skewed. There may not be many francophones in that area, so it will look rather low. We may want to comment when there is not very much. It is the same as visible minorities, for instance. A regional analysis may be able to tell more about the statistics.

Mr. R. F. Johnston: I understand that and I am not presuming that is not the case. Just

looking at the rough statistics, there are some questions that leap out at me, which I am not judgemental about. I just find interesting differences in the statistics.

We can move on to some of the other ancillary matters. I am basically clearing up most of the things I have been concerned about. If Mr. Villeneuve would like to alternate, if he has things he wants to raise, he should please jump in because I will be moving to other items.

Mr. Chairman: Ms. Poole mentioned you had a couple of questions.

Mr. Villeneuve: There is one we touched on in our previous meeting. It goes back to the ratio of allowable apprentices to journeymen. That is a problem. It can also be a regional problem. Is your ministry looking at this right now in the light that you will be changing this or do you feel you are pretty well locked into your ratio because of the number of situations?

Hon. Mr. Curling: I am going to ask the assistant deputy to bring you up to date on the things we are doing in regard to ratios of apprentices to journeymen in different areas and what we are doing too in some of the new programs.

Ms. Rush: Each trade group has a provincial advisory committee. That provincial advisory committee is made up of large and small employers, members of labour and other interested members, some of the educators in the community. These groups meet and part of their responsibility is to recommend on the ratios to the minister and the ministry. These then are either accepted or not by the minister and form part of the regulations. The ratios are determined in the main in the regulations that are associated with the Apprenticeship and Tradesmen's Qualification Act.

A number of concerns have been raised about the ratios. We have many of the groups looking at ratios and they will be reporting back to the ministry through the winter. Specifically, refrigeration and air conditioning, sheet metal, carpenters and plumbers are groups that are already scheduled to start their discussion on ratios through the winter.

The point of the ratios is really not related to supply; it is related to training. The intent of these groups will be to review, under present circumstances, what the appropriate number of journeymen to apprentices needs to be to ensure a standard and appropriate level of quality so that the training plan can be executed and the standards can be met. It is a question of how we maintain that so that apprentices becoming a

journeymen will have the same opportunities for training and their qualification and ability to pass the exam, if one is required, will be the same.

Mr. Villeneuve: It is my understanding that the construction industry, for example here in Toronto, is under great stress to provide trained people, journeymen, in the bricklaying industry for example. Do you target anyone or do you simply go along with what happens?

Ms. Rush: Along with the Ministry of Housing, whose initiative it was, we assisted in the promotion, trying to encourage more young people to enter construction trades. There is a serious concern about the average age of journeymen and the fact that there are not enough apprentices to replace them.

I should say, though, that there is still a lot of scope left in the overall statistics of journeymen to apprentices. It is not a question of the system being at its maximum, of the ratios being at their maximum. There is still a lot of marketing and promotion we are trying to do to encourage those who are able to take apprentices to take more. That is certainly part of the mandate of the apprenticeship branch.

Mr. Villeneuve: Maybe I should leave this to my colleague Mr. Johnston, but I will ask the question anyway. Have you found the trade unions to be protective of their self-interest to a degree, or have you found them to be helpful?

Hon. Mr. Curling: May I take that? It is very interesting you had the commentary that maybe Mr. Johnston should ask this question. I do not think he wants—

Mr. Villeneuve: I thought he might not.

Hon. Mr. Curling: —to ask that question.

Mr. R. F. Johnston: I know the answer. Let's see how you do.

Hon. Mr. Curling: As a matter of fact, I need all the assistance I can get in support and co-operation of the unions, but I am one who does not feel the New Democratic Party has the complete right to speak about the unions because I have a great relationship with the unions in the matter of co-operation.

They have identified some shortages, of course, within their industry and would like to see the ratio change. We are going to ask for their input, and the best way we can go about getting the proper ratio, as the assistant deputy said, is with the advisory groups. We place them on advisory groups, too, so that they can have their input on that. They have a keen interest, of course, in protecting those workers within the unions. How did I do?

1740

Mr. R. F. Johnston: Started out all right.

Hon. Mr. Curling: But yes, I think that they do have a keen interest in that.

Mr. Villeneuve: You have found them relatively straightforward and forthcoming and not overly protective and overly overbearing?

Hon. Mr. Curling: I would not make such a general statement across all unions. There are various unions in different disciplines and each reflects its personality, sometimes through the leader, in what they want to achieve. I could not just say they are all resistant or they are all co-operative. There are some who have some self-interest that has to be protected, of course, like any group.

Mr. Villeneuve: You will make a good politician some time, sir.

Hon. Mr. Curling: I hope not. It is not a comment that they—

Mr. R. F. Johnston: It is a slippery slope, Alvin.

Hon. Mr. Curling: You mean to become a politician?

Mr. R. F. Johnston: Being at the bottom of the hill. Could I raise a couple of other things? I just want to go back for one matter of clarification around our friends the international marketing interns, those poor, impoverished individuals. I am just confused about the figures. There are 259 people participating now?

Ms. Rush: As of August 31, 1988.

Mr. R. F. Johnston: The information you gave us in terms of budget under 1988-89 figures, says that \$722,000 was spent of the \$2 million that is budgeted, but if there are 260—let us round it out—people participating at \$15,000 a year—

Ms. Rush: They could be coming in part years.

Mr. R. F. Johnston: So that is why it would not work out to—

Ms. Rush: It is continuous intake.

Mr. R. F. Johnston: That is why the figure is as low as it is. Do you anticipate the amount being expended as it was last year?

Ms. Rush: Yes, that is our latest information.

Mr. R. F. Johnston: Okay, great; I just was not clear on that.

Mr. Chairman: You want to make sure they will spend the dollars?

Mr. R. F. Johnston: We want to make sure there is enough interest out there to keep it going.

That is right. I want to know about the international travel. I am looking for work afterwards, and if it is not this it is as a consultant to the ministry, but we will come to that in a minute.

Hon. Mr. Curling: I want you to be ambassador to Brazil or Nicaragua.

Mr. R. F. Johnston: That would be great; Nicaragua would be.

There is a series of questions that were not answered as yet. I know you were intending to deal with them right after we dealt with Transitions, on the help centres. They are not in your written answers, so I thought we might discuss those for a few minutes, if that is all right.

Hon. Mr. Curling: That is fine with me.

Mr. R. F. Johnston: My questions are 38, 39 and 40, as I recall. I wonder if you could tell us what the situation is with the review that was done of the help centres. Are you going to table it with us and share the information or are you going to hoard it to yourself?

Hon. Mr. Curling: I might make the statement outright and say the help centres will be continued. But I want to make it explicitly clear that this is not the ministry that is responsible for the help centres. We use the services of the help centres and I think they are doing a terrific job; as a matter of fact so much so that when we reviewed the funding for those centres when they were appealing to us we at this ministry upped that money from \$75,000 to \$90,000 a year, and without any matching funds.

Mr. R. F. Johnston: There is not even one marketing intern there. That is the amazing thing about it.

Hon. Mr. Curling: Yes. The marketing intern is the staff you see here who are marketing that program around. As long as the help centres are there, we are saying we will continue to use their services; as I said, not only that but when they requested us to up the money and came to us about the difficult time they were having getting these matching funds, we came forth with a program of \$90,000 and said, "That's it, without any match."

Mr. R. F. Johnston: That is great. As I was saying, what about the review? Are you going to share that with us or are you going to keep it all to yourself? On reflection, would you not like to share that review with us? I know Glenna Carr would.

Hon. Mr. Curling: On reflection, of course, and on consultation, the recommendations that were put forward through the review are all

implemented, and you see the good results of some.

Mr. R. F. Johnston: Oh, are they? Then there will be no problem at all with sharing them with us.

Hon. Mr. Curling: I do not see any problem. As I said, since we are implementing all the recommendations, I was trying to spare you the moment of reading all these details.

Mr. R. F. Johnston: You do not know how much I enjoy reading them. I would just love to see—

Hon. Mr. Curling: We shall share that review with you.

Mr. R. F. Johnston: That is very kind. The third question I had on it—as you recall, number 40—was more along the lines of the questions that I had been asking in the past about Futures, etc., and that is to do with tracking the people who use the centres. I am just wondering how we are tracking there in terms of outcomes and that kind of thing; and ethnicity and the kinds of things we are now doing with these other programs which I am so delighted about. Here comes the answer.

Hon. Mr. Curling: Are you sure you want the answer? As I recall the debates from last time about tracking, I thought—oh, that was under Futures, I gathered.

Mr. R. F. Johnston: I am just wondering what they do do, and I know the assistant deputy minister has it right there, whatever the answer is.

Ms. Rush: We get quarterly information from the help centres and they do provide us with some information on the clients. We do get an age breakdown; we do get sex; we do get number of clients served. We do not collect data on ethnicity. We know, from 1987-88, that the centres served over 11,000 clients and 56 per cent of those clients either found work or entered training.

Mr. R. F. Johnston: What were the other outcomes? What about the remaining per cent?

Ms. Rush: We do not have any breakdown on them. Some of the information is difficult for us to assemble. I do know that males constituted 56 per cent and females 44 per cent. The rest of the information, I am afraid, is in a form that takes us rather a lot of people power to pull out, so it is not easily accessible. But we can provide that for you.

Mr. R. F. Johnston: Not necessarily tomorrow, but is there a thought of revamping the reporting mechanism so that it is easier to pull

out, given that, it seems to me, this kind of information is as useful from a help centre as it is from a Futures program?

Ms. Rush: Yes, it is. In fact, we have a project that we are starting to develop that might provide some assistance. We are certainly very cognizant of trying to be sensitive to the fact that these groups do not have a lot of time to report, but we do need to know what is going on so we are working on a way we can assist them and have a better package.

Mr. Villeneuve: Do you have statistics, as you did on Transitions, as to where your help centres are working best? Do we have possibly the same problem area in the so-called less affluent areas of Ontario than we have in—

Hon. Mr. Curling: I want to emphasize again that the help centres are not our full responsibility. I think they do a good service and whenever they can offer the good service we plug into them. There are some good ones and there are some that are struggling in many respects to deliver those programs.

To give you a report, to say which are the good ones, we can say which ones are delivering the things that we like, if you want to call it the purchase from them of that kind of a service. It would not be fair to come out with a ranking of help centres, because each area is different.

I can recall some time ago, I think it was the member for Burlington South (Mr. Jackson) who kept asking about 50-plus centres. I, as the minister, did not know what he was talking about when he was asking that question. They even call themselves different names and they sell different services.

1750

Mr. R. F. Johnston: Maybe it is part of the review that I asked you to share with us.

Mr. Villeneuve: So the picture would not be quite accurate if you were to pull out some statistics on that.

Hon. Mr. Curling: It would be accurate for the area in which it was serving us; to say, "Here are the services that they provide for us."

Mr. Chairman: I think what Mr. Villeneuve was asking for was a regional breakdown of the 11,000 clients or—

Mr. Villeneuve: How many help centres would you have in what you consider to be eastern Ontario?

Hon. Mr. Curling: We could give you that breakdown.

Mr. R. F. Johnston: Now for something completely different. To go back to question 6 at the beginning of your responses: Do you have any idea where you rank at the moment with the other ministries in terms of the percentage of contract employees? Is there any cross-ministerial—

Hon. Mr. Curling: We do not know. We do not have that kind of ranking.

Mr. R. F. Johnston: I am pleased it is not growing over past figures.

The next question is about my future after politics and the role of consultants with the ministry. I am delighted to know what it was that Geller, Shedletsky and Weiss were doing for you and I really hope that the three-part series provided by that group of psychologists on corporate management training was helpful and that the goal-setting has been useful for those of you who have used it. It is just nice to know that kind of field is out there to be able to help.

But the one that really got to me, which I was quite disappointed to know that the government itself could not do but I am glad to know that there is a firm out there that can help, is Arenburg Consultants. I thought it was good that somebody from outside could tell you how to go in and set up a file system for a government ministry.

We have only had 100 or so years of operational experience here with other ministries and there is not much that we can learn from within, but you felt that they were very helpful. I think that is commendable that they do that sort of work for government. My tongue is firmly lodged, as you can see, in my jowls.

Hon. Mr. Curling: Do you want a comment from me on these points? For instance, we believe not only in talking the talk, but in walking the walk in respect that training should be done within our ministry too, going back to Geller, Shedletsky and Weiss. But I am getting from you that you just want to comment on these, and I am hearing you.

Mr. R. F. Johnston: No, I am willing to hear back from you. I do not know what you have as a sense of The World According to Garp these days, but it strikes me that a whole new class has developed out there in Yuppieville which is known as the consultants. They now go around milking corporations, which is fine if the corporations want to do it, and government like crazy, doing things which we used to expect would be done from within.

Such things as professional development were often something that we thought might be dealt with by some professionals within our own

ministries, goodness knows; or that filing systems might even be established by people who had been establishing file systems for the last 50 years in the government, rather than going outside.

I see that you are not concerned about that, but perhaps you want to talk about it a bit anyway. I am a little concerned about the seeming increase of this new industry out there, of sending out for consultants when one would presume that some of these things at least are things we can do from within. But, if not, then clearly my future is mapped out for me and it is just a matter of finding the creative placement for my talents, such as they are.

Hon. Mr. Curling: I want to reassure you that—

Mr. R. F. Johnston: There is a future for me?

Hon. Mr. Curling: There is a future for you. I have a great respect for your Ontario basic skills, or what have you. As long as I serve at the pleasure of the Queen, in other words, in some very influential role, anything I can do at the time you retire—and I do not see you retiring early—

Mr. R. F. Johnston: Not if I am having as much fun as I am having today.

Hon. Mr. Curling: —I can reassure you that your skills will be utilized. The service industry is one of the fastest-growing industries we have. A friend of mine, Wally Majesky, at Call Two, is in that kind of area too—

Mr. R. F. Johnston: What is the name? Is it on the list? I do not know this one.

Hon. Mr. Curling: I am prepared to sit with him and see what kinds of services he has to offer; but I am telling you that with Johnstons and Johnstons and Johnstons, I am also prepared to—

Mr. R. F. Johnston: I have always been disappointed with the lack of a key but that is beside the point.

I wonder what kind of a policy there is within the government—this is probably a Management Board question and not a question for you specifically. I know what the reporting obligation is in terms of the size of a contract which has to be reported, but in general terms I have noticed over the last number of years an increasing reliance on outside consultants within government, even before your party came to power. It is something that I really wonder about as government policy. It is less something on which I guess a specific minister should be followed and it should be something we should start to examine the Management board level.

Hon. Mr. Curling: That may be so, but I respect some of the work that has been done by civil servants in this regard. Sometimes programs are called upon to be done and put in place in a very short time or to wind down; and to turn civil servants towards doing that kind of job when it is sometimes more efficiently done by getting a consultant to set it up and put it in place in order to get the program working is a question. Sometimes consultants can do that much more economically, not at the sacrifice of some other programs that may suffer.

But your wider question of course, which you rightly identify, Management Board would have to then deal with. How are we doing consulting and who are we consulting and for what? As a minister I would say that with some of the pressures that are coming down on us to put programs in place quickly, sometimes we have to use consultants to do so.

Mr. Chairman: I think that is a good note to end on. Are we ready for the vote?

Mr. R. F. Johnston: I think it is a splendid time to take some votes. When does the minister's salary come up?

Hon. Mr. Curling: There are some other questions Mr. Johnston had, which I had saved because of the verbal comment, which I will table. The verbal stuff I will do, so we can deal with the rest that were not dealt with.

Mr. R. F. Johnston: The part we should not let pass, of course, is that we do want to guarantee that the parliamentary assistant's salary will be assumed, because I have had, as you know, a grave concern about that. Mr. McGuinty is not smiling at the moment and that concerns me a great deal. There is a commitment to assuming that.

Mr. Villeneuve: Mr. McGuinty is so happy with what is happening.

Mr. McGuinty: I appreciate your concern.

Vote 3401 agreed to.

Mr. Chairman: Shall I report the estimates of the Ministry of Skills Development to the House without amendment?

Agreed to.

Mr. Chairman: I would like to inform the committee that the House has rearranged the order of the additional ministries we are to consider for estimates. The next ministry we are to consider is the Ministry of Community and Social Services and the minister will be with us on Monday, January 16. Consequently, we will not have meetings of this committee next week.

However, there is a meeting called of the subcommittee to make some plans for our winter recess meeting times.

Mr. R. F. Johnston: There are a number of social issues coming up in legislation next week which would have made it difficult for us to sit anyway.

Hon. Mr. Curling: I just want to thank the

staff who supported the estimates. First and foremost, I thank my critics and my colleagues. I think we had a very informative discussion of our estimates. I really did enjoy this one.

Mr. Chairman: On behalf of everyone, thank you very much. We will meet a week Monday.

The committee adjourned at 6 p.m.

CONTENTS

Thursday, January 5, 1989

Estimates, Ministry of Skills Development	S-535
Adjournment	S-561

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitutions:

Keyes, Kenneth A. (Kingston and The Islands L) for Mr. Daigeler

McGuinty, Dalton J. (Ottawa South L) for Ms. Poole

Also taking part:

Villeneuve, Noble (Stormont, Dundas and Glengarry PC)

Clerk: Decker, Todd

Witnesses:

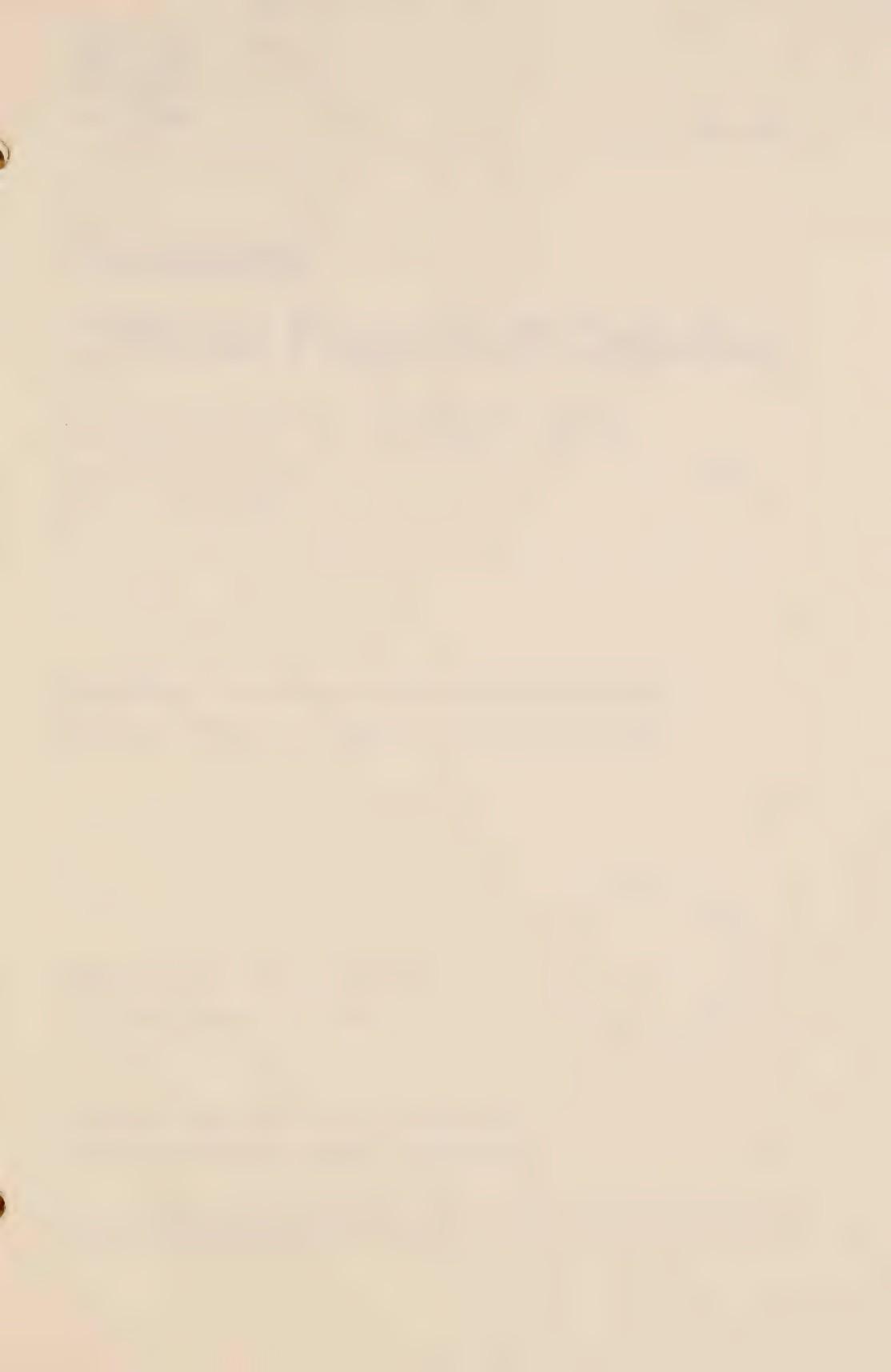
From the Ministry of Skills Development:

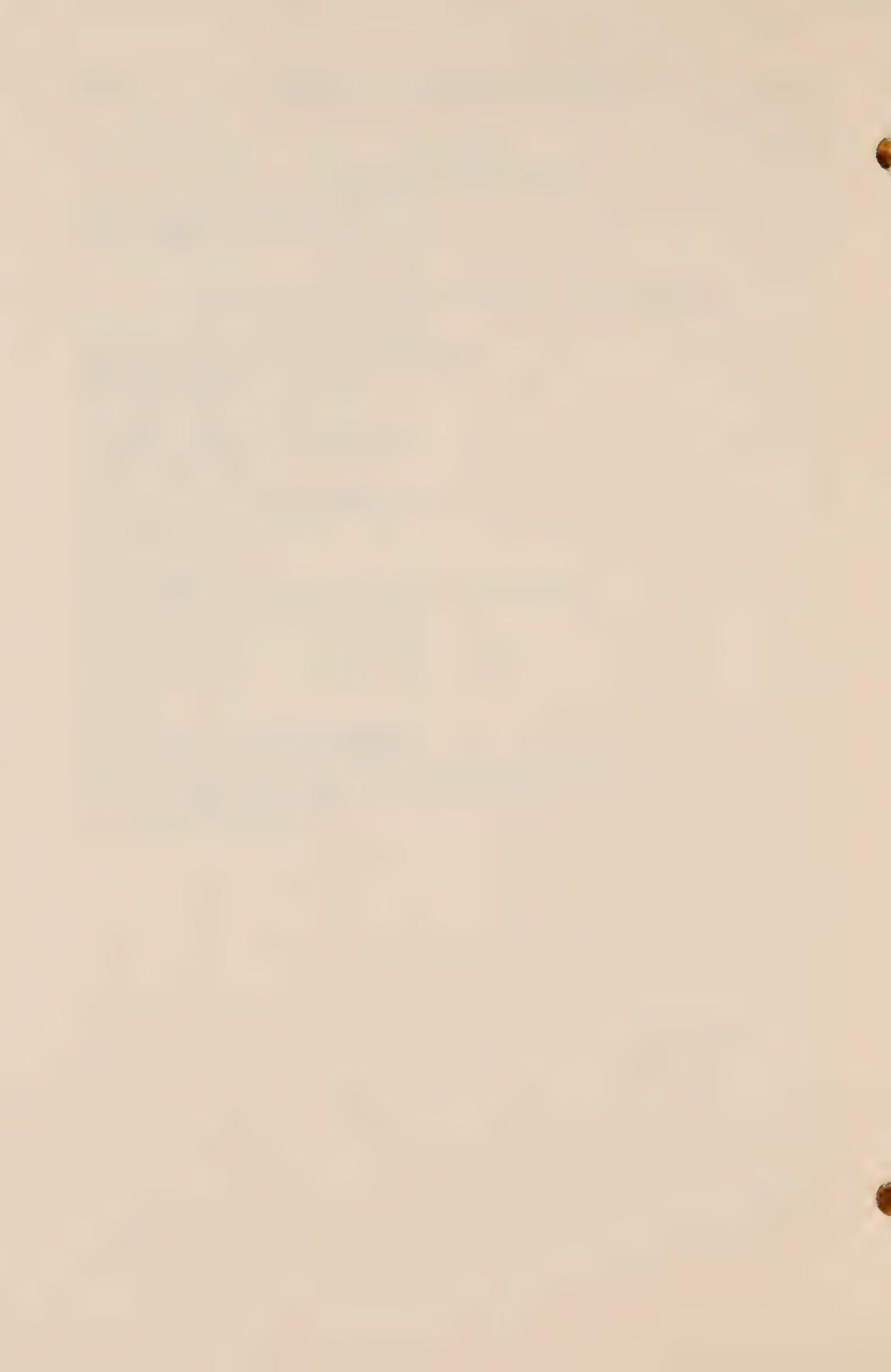
Curling, Hon. Alvin, Minister of Skills Development (Scarborough North L)

Mauti, Sante, Manager, Start Up, Youth Employment Services Branch

Rush, Jan, Assistant Deputy Minister, Skills Training Division

Carr, Glenna, Deputy Minister







CA20 N
XC12
-577

No. S-23

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Community and Social Services

First Session, 34th Parliament
Thursday, January 19, 1989



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, January 19, 1989

The committee met at 4:40 p.m. in room 151.
**ESTIMATES, MINISTRY OF COMMUNITY
AND SOCIAL SERVICES**

Mr. Chairman: I call the committee to order. This is a meeting of the standing committee on social development called to consider the estimates of the Ministry of Community and Social Services in the amount of \$4,263,842,200.

Mr. Daigeler: How many cents?

Hon. Mr. Sweeney: Don't drop a cent, because we have spent it all.

Mr. Chairman: We have 13 hours to consider the estimates of this ministry. I am pleased to introduce to you, members of the committee, and to our television viewers, the Minister of Community and Social Services, the Honourable John Sweeney, who will begin these estimates with his opening presentation.

Hon. Mr. Sweeney: Before I begin, can I make a small correction? At the back of the room the program and resource summaries are available for all members of the committee, but there are two very small errata. The clerk has them and will see to it that you each get a copy, so just be aware of that.

It does not seem quite that long, but the last time I appeared before this committee to address my ministry's estimates was June 1986. What I said then and what I want to emphasize again today is that I am not here just to explain, defend or justify. I am here to engage in a positive exchange of ideas and to bring you up to date with the state of the Ministry of Community and Social Services. A lot has happened during the last three years and this ministry has come a long way since we last sat down together.

First, let me step back a bit so we can look at the province overall. Without question, Ontario's growth and prosperity are unparalleled in Canada. If we take any notice of the want ads, there are more jobs here than there are people to fill them. Condominiums in Toronto are snapped up before they are even built, even if some of them cost over \$1 million. Consumers are spending more of their take-home pay than ever before.

These are good times but, as you and I know only too well, there is also another reality: living

is not easy for many thousands of people. I might add parenthetically that these are the very people we deal with in my ministry and will be dealing with in these estimates, because among all the affluence in Ontario there are still welfare recipients and poverty. There are developmentally handicapped and disabled people striving for independence and kids who walk the streets at night because they cannot continue living at home.

These people are not looking for those \$1-million condos to fulfil their dreams. All they are looking for is dignity, the kind of dignity that only comes from being able to make your own independent way of life. That is all they are asking for. But their voices often go unheard. After all, there is a lot of competition for public attention and for the attention of the government. The voices of welfare recipients and of disabled people are often drowned out by much better organized and better funded appeals from doctors, business, labour unions and others.

So I see my role in a slightly different way than perhaps some members of the committee or the Legislature do. I consider myself a voice for the poor, a voice for the disabled and a voice for the victims of family violence, for a long list of people who cannot speak for themselves in the halls of government. I would hope that the result of these debates would also be a voice for those same people.

There is, however, one group served by my ministry which is enjoying a great deal of success in having its voice heard. That group is senior citizens and it is growing in size. By the turn of the century there will be about 1.5 million people over the age of 65 in Ontario. That will be a 55 per cent growth over the same number just six years ago.

As I said, their voice is being heard. What senior citizens are saying to my ministry is that they do not want to be institutionalized. They are saying they do not want to be separated from their families, their homes and their communities. They are putting pressure on my ministry and others to ensure that they receive the services they need at home.

I think you will agree that none of us would be well served by nitpicking over the next few hours and the next few days. It would be nice, just for

once, to take off our political hats, roll up our sleeves and join together in solving some problems. Also, I want to leave you with as much time as possible to ask questions.

First and foremost, let's not kid ourselves that we can solve our social problems by simply throwing money at them. Apart from this being irresponsible management, the hard truth of the matter is that we do not have a bottomless public purse and are not likely to get one. But over the last three years we have come a long way.

When I took over this ministry, its annual budget was \$2.6 billion. In today's estimates, it is \$4.2 billion. That has meant increases and enhancements in the services offered by this ministry. One need only look at child care, services for seniors and family violence to see the extent of the increases.

I do not have to tell the people in this room that there are many challenges which still lie ahead. Nowhere during the last three years has the overwhelming cost of our social obligations been more evident or more challenged than in the recommendations brought forward by the Social Assistance Review Committee.

Back in 1986, I was very conscious of the fact that it had been nearly 20 years since an Ontario government had changed the province's social assistance system in any fundamental way. That is why I asked former provincial court judge George Thomson to head a committee to give us recommendations which would steer our social programs into the next century.

Last September, I received the committee's report. It was one of the best researched and most thorough documents received by this government. It articulated in great detail how the system must be redesigned to support individuals in achieving independence. It challenged us with its call for a major shift in the philosophy of Ontario's social assistance system. The emphasis was on helping recipients make the transition from dependence and isolation to self-reliance and integration within the community.

The committee handed down 274 specific recommendations for changing the way we currently operate. There is no need for me to list those recommendations—I am sure each of you is as familiar with them as I am—but one point I do want to make in passing is that George Thomson was reflecting upon the policies of all governments in Ontario over the past 20 years. It was not until this government's tenure that the fabric of our social assistance came under a basic re-examination.

The Thomson report provides the government with the direction it needs to make some fundamental changes to the social assistance system, but we must be aware that turning the recommendations of the Thomson report into action will not be inexpensive. The committee estimated the cost of its first stage alone at some \$400 million. My ministry, in its review of the first-stage figure, estimates that the cost could be much higher, as much as \$600 million.

No responsible manager entrusted with public funds is going to implement something of this financial magnitude without first giving it some very sober thought. In the first place, my ministry is not a solo player in the social assistance field in this province. There is a whole range of social agencies, associations, municipalities and individuals that are in this with us, and they have to have time to study the report's recommendations.

As well as distributing over 15,000 copies of the report's executive summary, I have also solicited feedback from 187,000 individual recipients of family benefits allowance cheques. Furthermore, I made the cheque inserts available to municipalities for general welfare assistance recipients. In addition to all of this, right now I am meeting with various groups that have studied the proposals and arrived at a position. A number of those groups I have not been able to meet with personally are being contacted so I might get their comments in writing.

The point I am making here is that there are a lot of people deeply involved in striving for a better Ontario. Those people include my cabinet colleagues. I have to weigh social assistance against my ministry's other programs, so each can compete successfully when the Treasurer (Mr. R. F. Nixon) starts to divvy up the fiscal pie. That, as you probably know, is under way right now.

1650

Before I conclude my remarks on social assistance, I want to stress that my ministry has not been standing idly by waiting for the Thomson report. Since 1985 we have implemented seven major improvements in social assistance benefits. They represent an expenditure of \$438.4 million. That has been a 31.1 per cent increase in benefit levels over these years, which is almost 10 per cent higher than the rate of inflation.

In more specific terms, the maximum guaranteed annual income system for the disabled allowance went from \$519 a month in January 1985 to \$728 a month in January of this year.

That is an increase of 40 per cent. Maximum family benefits for single parents with two children, including the shelter subsidy, have risen 36.2 per cent over the same period to \$1,045 a month. Couples with two children receiving general welfare assistance have benefited by a 44 per cent increase, bringing their maximum to \$1,097 a month.

Therefore, no one on this committee can claim that my ministry has just been sitting around doing nothing, waiting for the release of the Social Assistance Review Committee's report. We have been working hard these last couple of years to give many thousands of disadvantaged Ontarians a better financial base from which to launch more dignified and independent lives.

Members of this committee will also recall that the SARC report identified the fact that some 205,000 children in Ontario are beneficiaries of social assistance. I take no comfort in that figure and neither should any member of any government which has had the responsibility of looking after our children for the last 20 years. As a father with children of my own, I have a particular and deep-seated interest in and a commitment to the wellbeing of our future generation.

That commitment to our children was reflected in our New Directions for Child Care, which was released in 1987. This government and this minister have been criticized for our child care policies, and the concerns raised in those criticisms are valid. Despite the criticisms, I think this government has every reason to be proud of its record on child care. New Directions for Child Care was a clear statement of this government's commitment to building a comprehensive child care system in Ontario. Clearly, there is a way to go, but just as clearly we have come a long way.

Let's just look at the record. In New Directions we said we would increase our total funding for child care to \$277 million this fiscal year. In fact, we have exceeded that. Total provincial child care funding in 1988-89 is \$285 million, and it will increase to \$325 million next year. When we came into office the total provincial child care spending was only \$88 million.

There has been a lot of criticism from child care advocacy groups, from municipalities and from parents themselves that there simply are not enough subsidized spaces. I cannot disagree with that complaint, but at the same time I have to point out, and I think everyone must realize, that we are moving steadily in the right direction.

Again, let me use the numbers. When I became minister in 1985 there were about 20,000

provincially funded, subsidized child care spaces. We have already increased that number to 41,000 and by the end of our first three-year cycle—that is 1989—the number will increase to 45,000. Is that enough to meet the demand? Of course not, but surely everyone must realize that it is genuine progress.

In New Directions we promised to increase the low salaries of child care workers. Again, we kept that promise. Last year, for the very first time, child care centres and agencies received direct operating grants which were designed primarily to increase staff salaries. On average, the impact on salaries was about \$4,000 annually in nonprofit centres. Is that enough? I am sure many of you would say it is not. But that funding was not even there before 1988. Now direct operating grants are a built-in part of the funding available to ensure that a high quality of child care is available to Ontario parents.

I could go on providing examples of how far this government has come in the provision of child care, but let me finish by repeating that we made a number of promises in our New Directions document, and these are the promises we have kept.

Finally on the subject of child care, I want to provide members of the committee with an update on the federal child care legislation. As you know, the Canada Child Care Act died on the order paper when the federal election was called. This has curtailed further discussion with Ottawa and delayed the resolution of new federal-provincial cost-sharing arrangements for child care. The federal minister, Jake Epp, has indicated that he will be reintroducing Bill C-144 when the new session of the House begins. However I cannot tell you, because Mr. Epp has not told me, whether there will be any changes made to the bill. I have asked but I have not had an answer.

The provincial government has a number of concerns with the federal act. The major concern is the ceiling C-144 placed on the cost-sharing with the provinces. We feel that by placing such a ceiling on cost-sharing, Ottawa is effectively limiting the growth of the child care system in Canada and particularly in Ontario.

Last year, even after Mr. Epp announced that he was putting an additional \$1 billion into his child care policy, I estimated that the new federal plan would lead to a 15 per cent cut in the number of spaces we would create under New Directions.

We still have those concerns and we will ensure that the federal government is aware of them. We just want to make sure that the progress

we have made and will continue to make in Ontario is supported by any new child care strategy from Ottawa.

The steps we have taken in the child care field are part of the government's commitment to a comprehensive social service system for the children of this province. That commitment extends beyond child care to helping kids who are vulnerable for any reason.

As you are aware, an exhaustive study of child health care has been undertaken in Ontario. Dr. Dan Offord of McMaster University, Chedoke Hospital, who headed the research based on 3,000 children, determined that one in every five kids in Ontario suffers from a psychiatric or emotional disorder which appears to be clinically significant. The youngsters most at risk were those associated with a social assistance status who came from a single parent family or who lived in subsidized housing.

Quite clearly, the only solution to help those kids and to save those who come after them is to break the cycle of poverty. It is an awesome task and an enormous responsibility. I have already made Dr. Offord's findings well known to a wide range of professionals throughout the province who do have contact with our children. By doing this, I have flagged the potential dangers to child mental health so professionals from many interrelated disciplines can come together for the common good of our children.

We have made other significant commitments in the area of children's mental health. In the spring of 1987 we provided a \$1-million grant to establish the C. M. Hincks Training, Research and Resource Centre, which specializes in the field of children's mental health. Beginning in 1987 and continuing to the present time, we have spent an additional \$25 million expanding community-based mental health services for kids. Overall, our spending on child and family intervention services has grown by 52 per cent since 1985. I believe our total budget today is about \$180 million.

Last year's appointment of the Advisory Committee on Children's Services is another part of that commitment. This 12-member committee under the chairmanship of Dr. Colin Maloney will be developing and recommending future directions for services for vulnerable children in Ontario. Their mandate includes the examination of child welfare services and services to vulnerable children and their families across the full range of publicly funded services.

Last fall, you will recall, the Premier (Mr. Peterson) opened the first Child, Youth and

Family Policy Research Centre in Canada here in Toronto. This facility will carry out research in areas of policy affecting youngsters and their families. Needless to say, we will be relying on it to assist us with research for children in care.

We have paid special attention to those youngsters in northern Ontario and especially those in remote areas of the north. Last year, my ministry took the lead role, in concert with my colleagues in the ministries of Health and Education, to develop an integrated model of service for northern children with special needs. Part of our strategy has been to develop teams of local specialists.

But one of the most exciting developments in child care in the north, if not the most exciting in the entire province, has been the designation of three Indian child and family service agencies. These have been given the power to provide a complete range of children's services in a culturally appropriate manner. These northern Ontario agencies are: Payukotayno, James and Hudson Bay Family Services, serving the James Bay coastal area; Tikinagan Child and Family Services, looking after the area roughly north and west of Geraldton; and Weechi-it-te-win Family Services Inc., which works on behalf of children in the Fort Frances area.

1700

Taken together, these three agencies are serving one third of all children in Indian bands in the province. I would just like to say again, parenthetically, this is one of the initiatives my ministry is most proud of.

I would also like to mention briefly some changes in the Child and Family Services Act which tried to strike that delicate balance between the rights of children and their best interests. Many of you were present during the committee hearings on the bill. The act will now permit police and child care workers to apprehend runaway children and return them to their homes or places of safety on the request of their parents.

But my ministry's responsibility for children, especially vulnerable children, does not end there. Foster care, as you know, attracted a lot of media attention last summer. I am sure you will agree with me that fostering is an integral and vital part of our community system. It is a traditional way of keeping children in a protective and caring family environment. I do not know how you attach a dollar value to the selfless and challenging work done by so many foster parents throughout Ontario, but we did feel it was

necessary to help them meet some of the costs they face.

Consequently, last July I announced a province-wide increase in the basic daily rate for foster parents. That meant an average increase of over 10 per cent. Despite these increases, there continues to be a steady decline in the number of foster homes. I do not think this is a reflection of our policies; rather, it is the result of a number of larger, global factors—the increase in the number of two-income families and the lower unemployment rates, just to name a couple.

We are not deterred by these global trends. In an effort to find some solutions, we are currently examining various short- and long-term strategies in consultation with our partners in foster care. I am confident we can find those solutions.

Foster care, of course, is not our only option for placing children in loving and protective family relationships. Adoption continues to be one of the most rewarding bonds, pairing those wanting a child with those children in need of parents.

My ministry's adoption information unit has two basic responsibilities in this area. One is to be a facilitator, bringing potential parents and potential adoptees together in a permanent relationship. The other is to assist adoptees in contacting their birth relatives and vice versa, through the Adoption Disclosure Register.

In July 1987, we passed the Adoption Disclosure Statute Law Amendment Act. It reflected a more open approach to adoption disclosure while respecting the right to privacy of the individuals concerned. Basically, a registrar of adoption information was appointed to provide identifying or nonidentifying information to any person if someone's health, safety or welfare required it. In a more general sense, and for the first time, the legislation made it possible for persons 18 years of age and over and their birth relatives to obtain identifying information about each other through mutual consent.

We now have a total of 16,929 people registered. Search requests are growing at the rate of about 65 a month, while about 350 people apply to enter the register monthly as well.

Yes, I am only too well aware that our system is seriously backlogged. That is as frustrating for me as I am sure it is for you, but I realize it is even more frustrating for adoptees trying to find birth relatives. However, I am happy to report that despite the frustrations and the invariably tedious task of matching, 95 per cent of our searches undertaken since the new legislation came into effect have been successful. Just as an aside,

when we checked other jurisdictions, we found that was a very high degree of success indeed. In only 10 cases completed so far has no match been found after all leads were exhausted. As far as priority searches were concerned, those initiated for health and welfare reasons, only one was not successful.

This is quite a remarkable example of successful detective work, detective work that examines the fascinating institution we know as the family. Regardless of your faith or social background, the family is recognized throughout the world as the fundamental building block of society.

Today there is a fracture within that building block. I am referring to child and spousal abuse. Last October I gave an address before the Institute for the Prevention of Child Abuse here in Toronto. I noted then and I would like to repeat today that child abuse is like a disease which has spread silently throughout the land, moving from one family to another and attacking children.

Too many of us are anxious to write it off as something distasteful which affects only other people who have little sense of a loving family relationship. Let's not kid ourselves. Child abuse cuts across every socioeconomic, cultural and vocational division known in our society. Statistically, one female in four and one male in five have been sexually abused before they reach the age of 18.

As many of you know, my ministry operates the Thistletown Regional Centre. Within that complex there is a special unit known as the SAFE-T program; SAFE-T is an acronym for sexual abuse, family education and treatment. This is where our professional staff relates to the abused child and the abuser within the family. Their case load is overflowing. They can accept only a limited number of new clients as openings occur.

Their job of trying to seek the cause and treat child abuse is both demanding and stressful. I applaud their work. It is little wonder Thistletown is recognized as one of the leading research and treatment centres on this continent. They, together with related agencies in this field supported by my ministry, are desperately trying to break the established cycle of the abused child becoming an abuser later in life. Our experience with older adolescents and adults in a variety of counselling settings indicates that often child abuse is at the root of their problem. Addressing the issue head on is the best way to reduce and eliminate it.

But abuse within the family predictably does not end with the assault on children. That is why

government must be responsive to the needs of assaulted women as well. The members of this committee know that the Ontario Association of Interval and Transition Houses has accused the government of underfunding the shelter system.

Again, I would like to agree that much more needs to be done for victims of family violence, but I think everyone must acknowledge how far we have come. In my ministry alone, we have increased expenditures on family violence programs from \$5.6 million in 1984 to around \$34 million last year.

In terms of implementing a new funding formula for emergency shelters for women throughout Ontario, we have again demonstrated a forward and practical response by guaranteeing a secure funding base to emergency shelters; a request, I might add, the shelters made to us when we first formed the government. We have been consulting with the Ontario Association of Interval and Transition Houses for several months. The new funding formula which has been developed is now being used as the basis for budget negotiations for all shelters.

The problems of family violence are complex and the resource needs are great. My ministry is addressing them and will continue to seek new solutions. We are pleased that the federal government announced in June last year its intention to support the province in the area of family violence by providing national leadership for those issues that cut across all provincial boundaries. Staff from my ministry, as well as from other ministries, have been consulting with federal government officials regarding these matters. Future meetings, including a federally sponsored forum on family violence, are planned for later this year.

The federal announcement also included the availability of capital funds for the building of new shelters. We have expressed our concern to the federal government that in the absence of traditional operating funds this will place more pressure on our already limited budget and do little to increase services available to battered women and their children. My colleague the minister responsible for women's issues, the Minister of Labour (Mr. Sorbara), has requested that the funds be used or be permitted to be used in a more flexible way—this, by the way, is a recommendation coming from transition houses themselves—such as for repairs and renovations.

Before I close my formal remarks to you today, I want to spend a few moments talking about the community. I want to talk about the community in the context of it being an

indivisible part of an individual's extended family. Each of us has an extended family, even though that "family" might consist solely of friends and neighbours. Probably the best example of this was in the old days of rural Ontario, around the turn of the century, when friends and neighbours always seemed to be on hand to help each other during times of need.

Our parents, who were around then, always seemed to have a raft of great stories about the farmers getting together to rebuild a barn. There was also the nice lady down the street who would come around with a bowl of chicken soup when she heard you were sick. The farmers and the nice lady down the street were not related to one another, but they acted like family members when things needed to be done and others needed help in the community.

Much of what they did in those days lies at the very heart of our basic social fabric today: helping others to help themselves. This is a natural state of human existence, born at the dawn of creation. This notion of the community being part of an individual extended family is the basic philosophy of my ministry. That is why we have embarked on the long road towards independence for the physically disabled, the developmentally handicapped and frail seniors, independence within the extended family environment of their community, being helped by those around them.

1710

We are doing this in the face of more than 100 years of traditional institutionalized care in this province. Let's not forget that many of us in this room this afternoon, when we were kids, knew about the existence of the so-called lunatic asylums. If ever there was a quantum leap forward, it has been in the way we have progressed from thinking that created those asylums to the freedom enjoyed by the developmentally handicapped in the community today.

In this context of people helping each other in an extended family community relationship, we are continuing to move residents out of our facilities for the developmentally handicapped back into their own communities, supported with community-living programs with individual support systems. Consequently, my ministry has committed over \$16 million just this year for such community development. In terms of numbers, 100 clients will leave our facilities this fiscal year to take up residence within the communities of their choice. They will be backed by an annualized allocation of over \$3.6 million just to help with their transition.

With regard to nursing homes, the Jann Lynn Developmental Centre was closed last September with 31 residents, almost all children, now living in the community. Of the 77 children under 22 who were in those nursing homes at the beginning of the year, 51 are now living normal lives in their communities. We are projecting that within two months from now, the remaining 26 will follow.

By the end of this year, some 281 adult residents of nursing homes will have made the transition to life in the community. Closure is being planned this year for facilities in Sunderland, Perth, Huntsville and Hamilton.

Yes, there is more to be done. I admit that. But those figures show that we have made strides in normalizing the lives of many developmentally handicapped people in this province by welcoming them back into the extended family of their community.

We are beginning also to initiate ways of offering more developmentally handicapped persons the opportunity to be trained in vocations of their choice, so more of them can have an opportunity to work outside of the traditional sheltered workshop setting. To this end, I will be bringing new wage policy legislation into the House at the earliest opportunity.

One of the areas where our philosophy of an individual's extended family is most apparent is in the area of community-based home care and respite services. Thousands of Ontarians depend upon these services daily. They enable many people to continue living independent and dignified lives in their own homes, within their existing circle of friends and neighbours.

Mr. Chairman: May I interrupt for a moment? Mrs. Cunningham has to leave because of other responsibilities. She regrets very much not being able to listen to the balance of your speech. However, she has given permission for us to continue in her absence.

Mrs. Cunningham: I do apologize.

Mr. Chairman: Carry on.

Hon. Mr. Sweeney: This is the humanistic alternative to institutionalization.

I am the first to admit that the last few years have seen difficult problems for visiting homemakers and the homemaker agencies in Ontario. Those problems were highlighted by the recent publicity over the Red Cross homemakers. Strapped with a deficit this year, there was a possibility they would have had to withdraw their services. Consequently, on January 6 I announced additional funding to the Red Cross in the amount of \$1.1 million to offset its 1988-89

homemaker deficit. If I had done otherwise, I would have placed many needy people in this province under serious hardship. For these people, the Red Cross makes it possible for them to remain part of the community.

But as I said when I made the announcement two weeks ago, funding the Red Cross deficit is not a solution to the very serious problems facing the entire homemaker system. Those problems were identified clearly in the report of the interministerial committee on visiting homemaker services, which was released last June.

My ministry and the Ministry of Health are committed to addressing those problems, in particular the low wages paid to homemakers. But in coming to grips with the problems with homemaking, we have to recognize the costs involved. Simply addressing the issues of wages carries with it a very high price tag. We will have to look at ways of finding the dollars necessary. One alternative, as I have already suggested in the House, is to find ways of diverting funds we now spend on institutional care into the homemaking system.

We are committed to finding the solution, and I think even our critics would have to recognize that our government's record on homemaking services is good reason to be optimistic about the future.

My ministry's integrated homemaker program is in place in 18 Ontario communities and it serves almost 12,000 people. The budget for that program in 1988-89 is about \$40 million. While there is certainly room for expansion, it is important to recognize that the budget for integrated homemakers before 1986 was zero. There was no program.

I put it to you that the problems we are facing today should surprise no one. They are natural and should be expected to occur when you are building a new world, which is exactly what we are trying to do with the integrated homemaker program.

We are committed to community programs for senior citizens. That commitment is also seen in our programs for the victims of Alzheimer's disease. In 1985 there was no provincial money being spent on community programs for these people. This year, we are spending about \$7 million on community programs for the victims of Alzheimer's.

Again, more needs to be done, but we in this government have clearly recognized the need for such programs and clearly recognize that those programs must be offered at the community level.

Across the government and in the agencies we deal with on a regular basis, it has been clearly recognized that the best way to serve people in the community is in that extended family I spoke about earlier. One of the most effective tools we have to achieve that community focus is the group home.

Still, there is the stubborn attitude expressed by many people that group homes are "just fine, thank you, as long as they are not in my backyard." Unfortunately, there are some municipalities which also adopt this attitude. As of 1986, 75 per cent of the population of Ontario lived in municipalities with some type of group home bylaw. Many of these municipalities, thankfully, are now co-operating and rescinding some of their more restrictive laws.

We applaud and encourage this movement towards normalizing residential neighbourhoods by having them accept vulnerable children and developmentally handicapped persons who would otherwise be denied the sense of community, indeed the sense of family, that a good group home setting provides.

The road is not easy for group homes and their residents, but what my ministry is striving towards is the acceptance of the belief that every member of society—the young offender, the developmentally handicapped, those with emotional and psychiatric disorders—all of them are members of the same community. As such, they should be regarded not only as members but as equal members of that extended community family.

In closing, I want to touch on one final topic, which after all is what brings us together for the first time in nearly three years. That topic is the management of this ministry.

If you stand back and look at the Ontario Ministry of Community and Social Services from a strictly corporate viewpoint, you will see an enterprise with over 11,000 employees, a budget in excess of \$4 billion and a list of shareholders that includes all the taxpayers of Ontario.

If you care to tally up the other enterprises we work with in close business association, like the municipalities and the various service agencies, then you could say that our extended corporate family within the Ontario community includes close to 2,000 other bodies.

My ministry, therefore, is no small operation, and as the sign on Harry Truman's desk used to read, "The buck stops here."

Let me start with what are usually the contentious highlights, like our staffing levels. I know that many of you have challenged my

cabinet colleagues, myself included, in the way government staff has grown over the last three years.

The Ministry of Community and Social Services, on the other hand, from fiscal 1983-84 to the current year, has experienced a net decrease of 3.3 per cent, from a total of 11,508 to our present strength of 11,123. During that same period of time, our ministry expenditures and the accompanying workload have risen 75.5 per cent. At head office, our expenditures have grown at a rate lower than the level of the consumer price index since I have been the minister. Our expenditure growth, in other words, has been out in the field where our clients are.

1720

In terms of other prudent management indicators, I want to report to you that in employment equity my ministry's approach has been touted as a model for other ministries to follow. We are also paying particular attention to employee relations training to enhance job satisfaction and productivity.

In the area of information technology, my ministry is well on the way to developing effective systems to support program planning, delivery and administration. It is in part through our effective introduction of automation that the ministry has been able to handle the 75.5 per cent increase in expenditures while at the same time handling a net decrease in staff of 3.3 per cent.

This ministry is doing a good job of managing a huge budget, but all of you know that the Provincial Auditor recently had some concerns about my ministry's management of public funds.

The focus of his concern was on our comprehensive income maintenance system, known as CIMS. It is true that our CIMS costs have greatly exceeded original forecasts. Quite simply, this was due to an inadequate understanding of the complexity of the income maintenance program and the inherent difficulty associated with any large system development. In fact, in virtually every jurisdiction that was developing an income maintenance computer system at the same time, similar problems were experienced.

Although there were initial difficulties, CIMS has now been successfully developed and is a key element in delivering the income maintenance program across the province. It is in every one of our offices now.

An area of critical management important to us as well is our partnership with the Department of National Health and Welfare. Through the

partnership of cost-sharing arrangements, such as the Canada assistance plan, the federal government typically shares in 50 per cent of social welfare expenditures which meet its detailed criteria.

Recent formal federal-provincial discussions have focused on the cost-sharing criteria, especially as they affect child care. As I said earlier, the bottom line of the federal proposal is causing us some concern. We do not want to see the current open-ended approach replaced by limited, predetermined federal allocations to provinces.

This year ahead of us is likely to see further federal-provincial dialogue on the cost-sharing of services to persons with disabilities, the need to extend the employability agreements for social assistance recipients and income security issues.

The other level of government with which we deal on a daily basis is the local level. Municipalities are responsible, as you know, for the delivery of a range of income maintenance and social service programs which are cost shared by both the federal government and ourselves.

About 18 months ago, a review of existing relationships between the municipalities and ourselves regarding the funding and delivery of social services was established jointly with the municipalities. Through this provincial-municipal social service review, we wanted to explore some options leading to a more rational management framework of responsibilities. In order to examine this initiative from every possible angle, the joint provincial-municipal committee undertook 13 public meetings across the province, which nearly 1,000 municipal politicians, officials and representatives attended.

I am expecting a report of those deliberations this spring. From the report's recommendations, I anticipate that our future relationships with municipalities will promote a more business-like framework from which we can all operate in the future.

We set out two years ago to promote the stability and the quality of life for Ontario residents by strengthening the ability of communities to cope with social change and respond effectively to the social and economic needs of families and individuals in ways that reinforce their personal dignity and independence.

We have striven to do this no mean task within the concept of an individual having an extended family within his or her community. As in all families, there have been squabbles, serious

disagreement, and yes, even fights. But we have come a long way, and while the road ahead is long I am confident we are travelling in the right direction.

I submit those opening comments and am prepared to hear the opening comments of my colleagues and questions and responses.

Mr. Chairman: Thank you very much for that summary of the main thrust of your programs, policies and management.

We have approximately a half hour left. Mr. Allen, are you ready to proceed with your comments at this time?

Mr. Allen: I am happy to be participating at long last in a set of estimates on a critical job that I was given after the last election, and am mindful that even before that it was some time during which there had not been an estimates session on the ministry.

I want to say, first, that I hope we will be able to go through the estimates in a fairly systematic fashion. I know that sometimes estimates bounce around over a lot of topical areas. I would like, I suppose principally because it is my first time through the ministry, to do it fairly seriatim and deal therefore with everything instead of ignoring some things by virtue of bouncing from topic to topic. But none the less I will want to be highlighting some critical areas as they come up under those various heads.

Let me begin with one of the latter references of the minister to the ministry itself. Permit me a quotation.

"Fog everywhere. Fog up the river, where it flows among the green aits and meadows; fog down the river, where it rolls defiled among the tiers of shipping, and the waterside pollutions of a great (and dirty) city. Fog on the Essex marshes, fog on the Kentish heights. Fog creeping into the cabooses of collier-brigs; fog lying out on the yards, and hovering in the rigging of great ships; fog drooping on the gunwhales of barges and small boats. Fog in the eyes and throats of ancient Greenwich pensioners, wheezing by the firesides of their wards; Fog in the stem and bowl of the afternoon pipe of the wrathful skipper, down in his close cabin; fog cruelly pinching the toes of his shivering little 'prentice boy on the deck. Chance people on the bridges, peeping over the parapets into another sky of fog, with fog all around them, as if they were up in a balloon, and hanging in the misty clouds."

That is from Charles Dickens's "Bleak House." I came across it, as I am sure the minister did, in one of the research papers for the

Assistance Review Committee, as it went about its work of trying to evaluate what was happening, specifically in that paper with respect to the whole appeal procedure, through the Social Assistance Review Board and the appeals mechanisms that were available to clients of the ministry.

But the more I read it, and the more that I have been a critic trying to get some sense of this ministry, the more I have felt that I have been frequently shrouded in fog and that, indeed, as I talked with many of the agencies that work with the ministry, they are somehow enveloped in fog. The clients of the agencies themselves have a sense that there is a sort of fogginess about the ministry.

I know that has undoubtedly something to do with what the ministry believes to be a great virtue, namely its decentralized system and the great amount of discretion that it allows to regional offices and agencies and what have you. And yet in that procedure and in the appeals system by which clients can somehow try to get their own innings back when they feel they have not been well served, there is a strange sense that guidelines are not clear; that decisions somehow are different in one place and another; that what is available to some clients in one place is not available in others.

There have been people who have even suggested that this system has been deliberately designed in order not only to decentralize delivery of service but to decentralize responsibility, and thereby to take responsibility off the shoulders of the minister and the deputy minister. It, in turn, is something that is commented upon by Judge Thomson himself in his report, where he comments on how difficult it often is to get clear decisions out of the ministry, and that so often people simply get hung up along the way and never manage to pursue their complaints by virtue of frustration, weariness and all that.

1730

I would admit that in the course of the last year and a half as a critic, that may not be from my point of view enough time to fully understand the beauty and the symmetry and the clarity and the lucidity that some other people may feel and have at the ministry.

I am not saying that the minister is not lucid. I must confess that I think that the minister, while he may not always be right is none the less usually clear in his responses when we have brought questions to him. He may not have been complete and he may not have been right, but he has usually been clear and I do think that he has a

remarkably clear head. At the same time, one would gather that those who relate most closely to the ministry wish that perhaps that clarity were somehow more represented throughout the whole of its operations.

The second thing that I want to do—sort of going somewhat backwards, I guess, through the minister's remarks—is to go back to his comments about the concern for reflecting through the ministry the values and function of an extended family and to try to look at the community of Ontario as though it were an extended family.

First of all, I want to remark that one of the major problems in viewing—and the minister may agree with me—his ministry in that light in any unqualified way is that in point of fact the kind of economic structure that we do inhabit does not very much resemble a family, unless, of course, one were to return to the very authoritarian family of a further past. I think it is quite clear that the larger structures that our society and our families inhabit is one that often does not care a great deal about family or about who gets what kind of income level or whether that income level happens to relate to the actual need of the group of people that it has to serve or maintain.

While there might accidentally at this point in time be something that could be called close to a full-employment economy in Ontario—although I remind you that the figures do not anywhere approach the 2.6 per cent unemployment level of a full-employment economy in Sweden—the government itself has not formally committed itself to the concept of a full-employment economy, which I would think would have to be a concomitant of any notion of trying to seriously pursue family values as a hallmark of the larger society.

I leave it to the minister's own conscience, if you like, to be a spokesman for that extension of the concept of family within cabinet and within the government. He may do that and he may not in the confines of the confidentiality of cabinet. I hope he does, but I do not see any evidence in the government's own pronouncements of that notion of family which would relate to meaningful employment for everyone as a fundamental right, and the kind of adjuncts that go with that—the kind of manpower policies that say that everyone must be either at work or training or in education or what have you, and we therefore are always retooling ourselves for future challenges with incomes policies that assure there is not such a great income spread so that people fear moving from one job to another because of the differen-

tial incomes that they will receive. Those are the kinds of broader social and economic policies that really could cure the ills of a social assistance problem by making them a much more minimal part of our social order than they are at present.

The other aspect of community that I want to pick up in the course of these few remarks as we begin these estimates is one of the things that really strikes me about the strategy in which the ministry is engaging, in terms of devolution, deinstitutionalization, mainlining in the community and devolving from the ministry direct service functions on to community agencies.

I get a very disturbing feeling as I go through—in particular the whole homemakers crisis, but it shows up in other quarters as well; for example, in foster care—that devolution into the community appears to be resting upon the notion of a cadre, often of women, who are paid poverty-level wages through which the poor in fact are the servicers of the poor.

One finds that, as I say, reflected somewhat again in the foster care system, where the characteristic of the foster family is that it is of below-medium-income level with low levels of education and an unusually large family to support, and yet the income level provided to maintain children, who often in turn come out of very poor families, is quite simply not adequate.

I think one finds a similar kind of thing happening in mental health treatment. You referred to children's mental health treatment centres. If one looks at the transfer agencies that deal with community health care for children, such as the one that I advocated not long ago in the Legislature, the West End Creche, again one finds agencies whose capacity to provide adequate income levels for their staff is so low that they cannot keep staff.

That agency, for example, had a 75 per cent staff turnover in the last couple of years, in an agency where continuity is of critical importance to the servicing and the care and treatment of the children and where the women, largely, who deliver the service—in lieu, I might say, of high-price psychiatrists who are turning down treating these kids because they do not want them wrecking their offices and they cannot stand the tedium and the kind of care that they need to deliver—receive incredibly low compensation levels given the multiple degrees and training they have.

I get an unfortunate sense that as the ministry is going through the process of devolving into community agencies, what is happening is that agencies that are poorly funded and staffed by

people who are receiving incomes at the low-income end are in fact servicing people who need their services but in turn are more often than not people who are themselves poor. I find that a very disturbing concept, if indeed it is true to the extent to which I sense it to be.

The minister, I want to suggest, even though he has referred to the fact that other ministries deliver social programs, is perhaps the minister who is looked upon as the minister par excellence of social programming for the government. I hoped that in the course of the last year, when we were coming up to the federal election on the federal trade deal, the minister might exercise that role somewhat more vigorously. I have only noticed one clipping which indicated that he was in any degree concerned about the impact of that trade deal upon social programs.

In that article, which was in the Toronto Sun on May 27, 1988, he did give some indications that he was quite concerned. I would have thought that would lead him, in his role as titular head of social programs for this government, to undertake a vigorous public campaign himself to alert the public to the issues involved and why indeed it was true that that trade deal, both directly and implicitly, threatened social programs that we prize in this country.

1740

Since so much of the concern of this ministry is with social assistance aid to those who are, as he put it early in his own statement, people who are voiceless, people who are victims, people who are vulnerable, I also look upon him as the minister in the cabinet who is the minister of the poor and for the poor. I have to take him at his word that he looks upon himself in those terms.

I guess that is why I have been concerned and pressed him as frequently as I have on the issues that surround and lie within the Thomson report of the Social Assistance Review Committee, which bears the title Transitions. I hoped that in pressing him I was not just pressing him. I hoped that he recognized, and I hoped that the cabinet and the government recognized, that I was also pressing the Treasurer and the Premier in particular, because I recognize that there is a battle for resources.

I recognize that every minister cannot get everything he wants out of the Treasurer. I hoped that by questioning frequently and as toughly as I could, that might provide some means for springing resources. You can imagine my surprise when, in early and middle fall, we got indications not only that that strategy was not working, but that the minister himself apparently

was not—whatever his importunate pleadings—being effective with the Treasurer; when we discovered that \$19 million—not a huge amount in terms of a \$4.2-billion budget, but none the less one that can make important differences in some programs—was skimmed off programs in the ministry.

I have put a question to the ministry on what was entailed, where that money came from in the ministry. I have not got an answer as yet, and I would like to know in these estimates exactly what was trimmed in order to make that transfer back to the general revenue fund of the Treasurer. We know from some things we have heard that one of the areas obviously could not easily stand the loss: namely, the whole area of homemaker care and the integrated homemaker service. What others? Because those only made up some \$2.8 million of that total sum.

Anticipating, as the minister and the government must have done, that the Thomson report was coming and knowing the proportions of the investigation and where many of the issues lay, for example with the whole housing component of the social assistance level of payments and the problems that the housing crisis in Ontario is creating for that payment rate level, it really is astonishing to many of us that the government did not prepare itself for some initial response to the Thomson report within this current year.

When Thomson himself, who is not a person ignorant of the way in which government functions and who therefore chooses his remarks carefully, gave his report to the public on September 10, 1988, he made it quite clear on that occasion that although he was saying at the outside that there should be a response from the government in reasonably comprehensive terms by the end of six months, in point of fact any government that had any political will to do something in this field would find many things in his recommendations that could be done by the end of two months.

There were a number of items within the competence of the ministry and the government to act on in that period. Certainly, in terms of unspent moneys in various programs, there was money available. One item that we ourselves pointed to was that when you took the leftovers from the old Board of Industrial Leadership and Development program and you put them with the unspent moneys in the technology fund, there was \$184 million of unspent moneys that we believed could have been drawn on. There were other indicators along the way in the course of

last fall that moneys were unspent in some other programs.

It would have been reasonable for the minister to have taken at least one side or the other, if you like, of the first stage of the Thomson report and to have tried to implement the proposals, either side of the first stage: to have gone directly to the social assistance rate increase that Thomson felt was important in order to bring the recipients abreast of their current expenditures and, therefore, their real needs; or to have addressed, on the other hand, those various items which might be symbolized, for example, by relaxing the 122-hour rule which limits the earnings of sole-support mothers on the family benefits allowance, relaxing the payback proportion that was required from earnings or dealing more directly with the problems that inhabited the Social Assistance Review Board, which continued, despite the fact that the minister had increased the staff, to have unwarranted delays and long periods of time exceeding the statutory limits which govern the dates by which that board has to give a response to an appellant.

In other words, I think there were items that came within both the fiscal competence of the government and the capacity of the ministry to deliver, had there been even a little foresight exercised.

It is apparent that the ministry was aware fairly early of some things that were coming and that was what led it on to make one of the few changes that it did related to Thomson before Thomson reported. That was, of course, the utilities allowance question. It turns out, as I understand it, that it does not seem to help those whose rent payment exceeds or is abreast of the ceiling that is allowed under the regulations. None the less, that is an indication where the ministry seems to have caught an early element of Thomson and done something with it.

I would have thought, quite honestly, Minister, that you could have done other things. I must say it would have been a great morale booster, not just to those on social assistance but to many people who have laboured many years in the vineyards advocating for the poor in Ontario, if you had been able to do that prior to the onset of yet another winter, because many of them have felt intensely frustrated for many years.

When you trot out for us the figures and the remarkable increases that you see your government has put into the social assistance system in the time since you came to power in 1985, no one, of course, is going to stand up and deny that those increases were made. That would be

foolhardy in the extreme. But what I want to call to your attention to and what I would not expect you to deny is that social assistance rates in the period from the mid-1970s through to the mid-1980s lost somewhere in the order of a third of their purchasing power. The same order of loss of purchasing power happened to minimum wages.

Although you were able to move ahead of the cost of living in the immediate period in which you were in power, what you were doing, and I compliment you for it, was making up for an awful lot of lost time that another government left in its wake in a whole series of expenditures.

1750

It was not just in the social assistance field that this happened, as you know and I know. There was a lot of work to do to get out of holes we had been left in, and that was happening in social assistance as elsewhere.

What I want to call attention to is that people who have been working in the field for years and years, and who all but despaired in the early 1980s of anything substantial ever appearing to happen that would begin to turn that around, recognize only too clearly that we are really just where we were in 1975, for all intents and purposes, in so many of these programs.

I hope you are making that point to the cabinet, because it is not going to be good enough simply to say that we are spending more money than the last government did or that we are moving ahead at an inflation-level increase from here on. That is, for example, what appears to be happening in the Ministry of Colleges and Universities. There was a leap ahead to gain some ground and put the government somewhere in the mid-spectrum of spending as far as comparable average provinces are concerned across the country, but now everything seems to have flattened out again.

I hope there is a note of urgency constantly being spoken in cabinet about the fact that we are only where we left off in the mid-1970s in terms of social expenditure, and that we are coming from a government whose statistics were so appalling that at least in some years in the early 1980s the rate of social assistance expenditure per capita in Ontario was the lowest in the whole country. I think that when you compliment yourself, Minister, there is some ground for it, but let's be a little reserved in that respect.

Your ministry, like the government, is beset by a mentality the previous government managed relatively successfully to create in the province. I am rather unnerved by the frequency with which both people in the field and people in

government now appear to use the same arguments we heard during the past regime around the rationalization of restraint.

It would certainly appear that the Treasurer is on a restraint kick. I do not know whether that is in order to harbour his resources so that in the 18 months or 12 months prior to the next election we will be able to have a great spending splurge, analogous to Mr. Mulroney's great enterprises prior to the last election, to make everybody forget problems that may have lain behind—broken promises and failures to deliver in a whole sphere of government commitments.

It is an insidious argument when one keeps on saying, "No bottomless purse." Everybody knows there is no bottomless purse. Everyone knows expenditure has to be reasonably prudent. Everyone knows you simply cannot go on a spending spree without limits. At the same time, in my past, as a Colleges and Universities critic, I was always arrested by a particular statistic the Council of Ontario Universities kept before the university system and the government: In terms of the public revenues and public expenditures of the government of Ontario, this government appropriates something like a 30 per cent smaller proportion of the gross provincial product in order to service this province.

In other words, to put it simply, a massively smaller proportion of the gross provincial product is used in Ontario to service a modern industrial state than is used, as an average, for the other provinces across the country. If the minister wishes an argument to use in cabinet, I suggest that might be a helpful one.

Certainly, other societies and national economies in the western world whose economies are in a fairly happy state appropriate significantly larger proportions of the gross national product in order to provide a level of wellbeing, and a level of commitment to families and to maintain minimum standards that create a much more smoothly functioning society than I think we in Ontario have; and I think those larger proportions are simply necessary.

When the Organization for Economic Cooperation and Development does its measures of economic performance and relates them to degrees of social programming, degrees of education and so on, it finds very high correlations. It is not surprising that economies that have advanced fairly rapidly in recent years in Europe, such as Sweden, Austria, Germany and so on, have very high correlations and very significantly larger public expenditures as proportions of their national product than we have in Ontario.

While it is never popular for us to advocate increases in taxes, least of all during election campaigns, I have always wondered why governments, since I think they recognize this need and the need for improvements of programs of many kinds, do not more frequently in Canada, especially early in their mandates, become advocates with the public and level with it about the value of making additional expenditures and investments in critical program areas.

That is the time to do it. I am sure a positive message can be maintained in the subsequent years of a mandate as to the benefits that are being secured from a much greater investment in homemakers and home care services, in education, in training programs—in apprenticeship, for example—a much greater investment in seeing that our manpower policies move smoothly, and a much greater investment in reducing the gap between the lowest scale of income in our economy and the highest.

All of that not only is a move in the direction of social justice; it is also a move in the direction of social harmony and a kind of ability to make our economy, our society, work in terms of even the hard-headed demands of those who wish to see us succeed, as I certainly do, in the competition we all face in the global economy.

I realize that takes us back in some respects to things I do not sometimes like to think about. In my past career, I used to talk about social Darwinism and the competition of empires that it spurred and all the rest of that. I sometimes have some concern about this talk about global competition because it goes back to some of that kind of language. None the less, in the interim, until we improve the economic order globally, we have to survive as a nation and we have to compete; there is no question about it.

As we approach six o'clock, I just want to say to the minister that it has been a significant challenge for me to critique your ministry, to try to get my head around even some of the scale of programming that is undertaken through it and to attempt to add my voice to those who wish you to do more and even better.

I hope that in the next few days we will have an opportunity to look somewhat more closely at some of the programs and have some answers for lines in the estimates that appear to be moving either erratically, or in the wrong direction or in ways that are not immediately understandable to some of us who are not right at the centre of the action.

Again, thank you for your statement. I look forward to having the next few afternoons

together to examine the ministry, to work with your staff, to evaluate and hopefully, if we can in our own way, come to some of those decisions that might help us resolve some problems that are outstanding in the field of social assistance and helping those who are voiceless and homeless in our midst.

Hon. Mr. Sweeney: Mr. Chairman, may I just—

Mr. Chairman: It is now six o'clock.

Hon. Mr. Sweeney: I just want to get an understanding of a request the honourable critic has asked for, and that is whether or not the plan is to go through the estimates material sort of page by page. Do we agree on that so that we can have the necessary staff here?

Mr. Chairman: I do not think we can discuss that or agree on it in the absence of the Conservative critic. It is something we will discuss. I intended to put it on the agenda as soon as the two critics had completed their statements. As a committee, we will discuss how we would like to go through it at that time.

Mr. Allen: We may have to end up with something of a compromise because I understand that Mrs. Cunningham will only be here for two of the probably four additional sessions or whatever we have together. She may want to get some things on in advance, but we could work out a compromise.

Hon. Mr. Sweeney: If we know which programs we are going to cover, then I can have the necessary staff people here to support it.

Mr. Chairman: We will do what we can to accommodate that and we will try to achieve all-party consensus on that.

Mr. Daigeler: Mr. Chairman, with your permission, I would like to say something that is very dear to my heart.

Mr. Chairman: We are past six o'clock.

Mr. Daigeler: I know that.

Mr. Chairman: Can it not wait until another day?

Mr. Daigeler: With your permission, I would just like to state that I know the critic of the official opposition respects the minister and respects his work. Especially because of that, I was very surprised he would not have found the same courtesy most other critics have found to indicate, at least at the beginning of his statement, the extreme work that has been done by the minister, especially over the last two years, and the very substantive improvements that have been found in this ministry—not only as

a matter of courtesy but also in recognizing this has happened.

I appreciate there will have to be criticism, but all other critics have found, at least at the beginning of their statement, room to recognize and express an appreciation for the work of their ministers, and especially in this case.

Mr. Allen: I alluded to the clear-headedness of the minister and complimented him on the fact that programs are so much in advance of the previous government and all those things. I take it as having been said.

Mr. Chairman: If I may, partly as an explanation, I am not totally in defence of Mr. Allen but there was some discussion between the minister and the two critics to restrict the opening

statements to half an hour or 40 minutes. If you will recall, some other critics went considerably over that time. All three of them are co-operating to give all members of the committee more time later on.

I am sure the minister adequately presented the positive aspects and the critic from the official opposition, restricting himself to half an hour, I feel, needed to concentrate on where he felt questions needed to be answered. That may partially explain the approach taken. It being after six of the clock, I declare the meeting adjourned until Monday, following routine proceedings.

The committee adjourned at 6:03 p.m.

CONTENTS

Thursday, January 19, 1989

Estimates, Ministry of Community and Social Services

Opening statements

Hon. Mr. Sweeney	S-565
Mr. Allen	S-573
Adjournment	S-579

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitutions:

Mahoney, Steven W. (Mississauga West L) for Mrs. O'Neill

Roberts, Marietta L. D. (Elgin L) for Mr. Beer

Clerk: Decker, Todd

Witness:

From the Ministry of Community and Social Services:

Sweeney, Hon. John, Minister of Community and Social Services (Kitchener-Wilmot L)







CAZON
XC 12
- 577

No. S-24

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Community and Social Services

First Session, 34th Parliament
Monday, January 23, 1989

Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, January 23, 1989

The committee met at 4:32 p.m. in committee room 1.

ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

Mr. Chairman: Members of the committee, we are considering the estimates of the Ministry of Community and Social Services. We have present with us the Honourable John Sweeney, the minister. We began these estimates on Thursday and have completed the minister's opening statement and the statement of the official opposition critic, Mr. Allen. We are now ready to hear from the critic for the Progressive Conservatives, Dianne Cunningham. Would you proceed at this time.

Mrs. Cunningham: Yes. I should tell you that the remarks that I am going to present this afternoon were prepared prior to the minister's statement. I have decided to leave them at that rather than going over the statement, which I think was well received by all of us. We know the kind of work that the minister puts into those kinds of messages that he so clearly gives us from time to time, both in committees and in the House.

The reason I would like to leave them the way they were is because they basically reflect the concerns of our office as the public contacts us, so I thought they were rather honest in that these would be the priorities of the public, at least in the work that we have had to do so far in the past year. That is where we are coming from as we make these kinds of remarks with regard to the ministry I am responsible for.

I would like to begin a statement on estimates for the Ministry of Community and Social Services by saying that we truly appreciate the complex, financially demanding and often emotional issues that the minister must deal with on a daily basis. We have the highest admiration for the work of the minister. I believe his concerns and his desire to improve the programs provided by his ministry are extremely apparent in his dedicated approach to his work. We feel somewhat honoured to be able to be attached to this ministry in the way we are.

I also understand that the minister must compete for resources and that he depends on

co-operation with other ministries that share the administrative or financial role for a number of programs that are of course in place to serve the many citizens we are concerned about with regard to the Ministry of Community and Social Services.

One cannot help but be overwhelmed by the truly massive level of bureaucratic administration required in this very large ministry. This is one of the major areas of public criticism, and it will not be of surprise to anyone who has had any working relationship with the offices of this ministry over the years. It is constant and it is something on which we are trying to come to some kind of understanding and devise action for solutions on an ongoing basis.

I think one of the main criticisms that we hear in our office, and the numbers of letters to back up this criticism are rather numerous, is delays resulting in backlogs and waiting lists for programs, and the tremendous administrative costs that bite into the funds that should be used to provide the programs and assistance to the people who truly require them. We know that the minister, by way of observation, has addressed this in a small way in his statement, but we would like to spend more time on that particular point.

This is a challenge that we would like to see addressed in the committee hearings: sorting out administrative and direct program costs as well as cumbersome processes that could be streamlined. We hope to be able to contribute to those discussions. I think an example of such, at least in the view of the public, is the computer system designed to combine income maintenance information from five computer systems in the ministry.

This is one that we receive from time to time from municipalities, as I am sure the minister does. Not only has the ministry exceeded the original budget for the system, but it has also fallen at least six years behind the original date for completion. The system was originally to cost some \$3.2 million and be fully implemented by December 1982; to date it has eaten up some \$23.7 million of this ministry's budget and is currently in place in only 28 of some 94 offices.

Interestingly enough, before that particular issue was raised by the Provincial Auditor, it was raised in our office by municipalities as being a

concern. My intention in mentioning the great concerns with this computer system is not to place blame. In the spirit of a common goal mentioned by the minister that we noticed the other day in his opening statements, it is essential that we join together in some problem solving.

Apart from a general concern regarding the size and efficiency of the administration of this ministry, there are a number of concerns that we have with regard to many of the specific programs and services provided. My office receives hundreds of letters every month—I am sure the minister will not be surprised—from single mothers, women's organizations, day care operators, seniors and many others concerning child care. They are criticizing the government's approach to solving the day care dilemma in Ontario. Not enough has been done to ensure that affordable and accessible child care is made available.

New Directions for Child Care, this government's policy for child care in the province, was released in June 1987. The one recommendation that has been totally followed through on is direct operating grants, and here it has been brought to our attention that there are many problems. The operating grants, it is our understanding, were to be provided for two reasons. The first was to increase salaries for child care providers, which I am glad to say has happened; but the second was to reduce the pressure on parents' fees and we have not noticed a difference here.

1640

Given that subsidized spaces are scarce, with the demand far exceeding the supply, something must be done to reduce the high cost of child care. Affordability in child care has not yet been addressed. We really would like to have some discussions on this particular problem. We are aware of the government's record in the provision of spaces and we would like some discussions around the operating grants, some of the problems the ministry has been facing in the implementation of those grants and some of the changes it may in fact be considering because of the problems that have been faced.

Although funding commitments in New Directions have been met with regard to the total budget, we are concerned that the minister has yet to deal with the question of quality. New legislation that will provide the foundation for the future quality of child care is something we were really looking forward to. We have not seen enough emphasis on standards for day care in this province. The minister has promised the Legislature a new Day Nurseries Act to control quality

since June 1987; it should be a child care act. The question that we have from the public is, when are we going to see this act and what stage is the government at now in drafting it?

Another topic of concern on the part of parents is that they are looking forward to the income testing to replace the current system of needs testing in determining eligibility for subsidy. Perhaps that question could be addressed in this particular committee.

Finally, with regard to day care, something must be done to address the shortage, turnover and exodus of day care workers or this problem will only become much worse in the next two or three years and far into the future. I think it is significant that Toronto's metropolitan children's services alone will need 1,200 new child care workers just to meet the needs of its proposed expansion of subsidized care for infants during the next four years. The minister must work with the Ministry of Colleges and Universities to ensure that more programs are available to provide skilled workers in this expanding area. We would be interested to know if the minister needs some assistance from us in helping to get those programs up.

We will move on to the integrated homemaker program, because it is one that we know the minister feels is extremely important, just by virtue of his actions recently. The Report of the Interministerial Committee on Visiting Homemaker Services was released some nine months ago, and as yet the government has failed to move on any of the recommendations, recommendations which are crucial to the future viability of homemaker services. We keep hearing that this government is committed to changing the health care load from institutional to community-based services wherever possible, but we have yet to see the manifestations of such a commitment.

We would like to see this report and its recommendations addressed in these estimates proceedings, so that a year from now we will not be faced with another organization, such as the Red Cross, being forced to abandon the critical services it provides, especially in our rural communities. We would ask why there are only 18 centres providing homemaker services in this province. The people of Ontario were promised in September 1987 that 28 centres would be up and running in the next year. There were 18 at that time, there are 18 now; perhaps the minister feels that that particular program is in place and is meeting the needs with those numbers. If so, I

think it is something the public should understand. They do have raised expectations.

There needs to be some explanation with regard to occurrences over the past two months that left many seniors and disabled frightened about their future prospects for remaining at home. I think this has to do with the lack of respite care, which I know the minister will want to speak to in some way, and the waiting list for municipal homes for the aged and nursing homes. At the same time, we see that the ministry underspent by \$5 million its estimated fiscal budget of the last year for integrated homemaker programs. Perhaps we could have some explanation of the underspending. This seems to be something that would cover the kinds of support services seniors are coming to rely on.

Last winter, a government report called on the ministry to look at the child abuse registry and to begin a screening process for people applying for jobs to work with children. The minister promised swift action at that time, but we have seen little. Given that at least one in four girls and one in seven boys are sexually abused, the time for action is now. There is a scarcity of counselling, rehabilitation programs and staff for victims and offenders. The question that we are getting from the public is, when is the minister going to address the concerns raised in this report? I must admit that it looks discouraging on the surface since the ministry, I think, has estimated fewer funds for the fiscal year 1988-89 than were spent on child abuse in 1987-88. This is something we can discuss; we may have misunderstood it.

The minister is quite proud of the fact that he has supported an addition of three transition homes and two family resource centres; yet taking the numbers: while 8,221 women were sheltered in transition houses and family resource centres in 1987, at the same time some 7,600 were turned away. Perhaps we should be looking at this particular support to women and their families, taking a look at the service delivery and how we can improve it.

These are the figures for women who actually stayed or wanted to stay at the shelter, and over three times as many women called and visited shelters last year for crisis counselling and information than were residents in the shelters. Yet this ministry's policy is not to provide funding to shelters for these types of services, apart from funding for crisis telephone bills. The ministry's definition of what constitutes a core service excludes most of the essential services required by women and children who use

shelters. I think that program policy is one worthy of some degree of discussion in these particular procedures over this period of time.

It has also been brought to our attention, by the Ontario Coalition for Better Child Care, that the funding formula for transition houses discriminates against children. The rights of children and children's violence issues are not recognized by the formula package. Perhaps we could have some clarity on that particular formula and the criticisms being directed towards it.

The definition of child support worker is inappropriate to current shelter work. The ministry must recognize in the funding formula that trained child counsellors are essential to the children in these shelters if they are going to get the break in life they all need and deserve. Perhaps another support for those children, in another program sense, would be worthy of discussion.

A brief sent to the minister by the child care coalition states, "Statistically, child care workers in shelters have heavier case loads than frontline counsellors because they must address both the child's needs and the parenting concerns of mothers."

That issue is certainly worthy of discussion. These concerns must be addressed and the quality of counselling provided in the shelters must be ensured. The question is, what has the ministry done to address this problem and can we expect any changes to the funding formula with regard to counselling services for the children?

Another area of great concern in Ontario is foster care and it is one where this minister has been severely criticized, especially during the proceedings of last spring. The minister has known for over a year now, and I would say much longer, that there is a crisis in foster care, but most of us are not willing to admit this. There is not any inclusion in the budget provisions of salary increases, or there was not for last year's budget; we would like to discuss that possibility for this year. It is a program that we feel is extremely important, has proved to be extremely supportive in the past and is probably one of the programs that would meet the needs of today's young people better than any: the opportunity to have care in a home environment.

As the minister knows, the number of foster homes in Ontario has decreased every year, to approximately 5,000 from over 10,000 a decade ago. This is of serious concern to all of us in Ontario. The number of children being placed in Ontario foster homes has fallen to about 6,000, a drop of about 20 per cent since 1978. We are

wondering if it is a program that the ministry is trying hard to support or if there is another substitute that will be brought to our attention in the very near future.

1650

As a result of these numbers, agencies have to place foster children with parents who requested a different age or sex or who live hundreds of kilometres from natural parents. Some 20 per cent of all placements are now classified by the agencies themselves as inappropriate, not a good start for those kinds of children.

These problems of course are due to the fact that foster parents want a higher per diem rate to attempt to meet the cost of caring for foster children. Parents are asking for \$26 a day as opposed to the current average of \$18. Surely the minister agrees that it is better to support a reasonable per diem than the approximately \$100 a day that seems to be required to place children in group homes. Not only is it more compassionate and more meaningful to the children; it is financially more sound.

We are dwelling on foster parents in this discussion today because we know that they already have a resentful belief that they are exploited by the government, as they have sometimes described it, as a dumping ground for problem kids. We know that is not and never should be our intent.

Mr. Shaw, president of the Foster Parents Association of Ontario, stated in a *Globe and Mail* article in June: "We're being hung out to dry and the Ministry of Community and Social Services knows this. They've gotten a free ride out of this." Not a good attitudinal statement from the leader of an association that should be supporting us in our efforts to support what we think is an excellent program.

We would like to know what kind of increases the minister has considered for this year and what will be done to ensure that children will always have the option of a foster home as opposed to a group home. As well we know that other professional supports, and I think this is key, should be available to these very special parents.

We would like a status report on the Advisory Committee on Children's Services headed by Dr. Colin Maloney. We are expecting concrete findings and recommendations. More important, we would ask the minister if he has taken into consideration in the budget the possible findings of this advisory committee or what he is thinking will happen with the results of the deliberations of that committee. We need an update on the

short-term strategies considered by this committee to help the needs of vulnerable children.

There are many who are concerned with the future disposition of the Social Assistance Review Committee report, *Transitions*. Most of Ontario is eagerly awaiting the results. Many seem to have the pessimistic outlook that it will end up on the shelf. As critic for this portfolio, I assure those people that our party, and I believe the minister as well, will do everything in our power to prevent that from happening. We have tried, in our role as critics, to be extremely supportive and patient as we await some pretty far-reaching, important recommendations.

Our social assistance system is archaic, in that it fails to deal adequately with the problems of living on social assistance, nor does it give any incentives to break the pattern. We underline the words "incentives to break the pattern," because we think that is what this report is all about. There are a number of concerns we would like addressed in these committee hearings with regard to *Transitions*.

The report itself is faulty in one respect, we think, although it was recognized by committee members as not being part of their mandate, in that it does not include a cost-benefit analysis. We have urged the government to respond to this immediately by issuing a practical blueprint for implementation. The minister has informed the House that such a blueprint will not be forthcoming until the next throne speech and budget.

We would say that is not soon enough. We are looking on to April or May and we would like to discuss just what such a blueprint will entail. We would urge the minister to share with us the information and research that have been conducted to date, so that we know what kinds of issues and what kinds of solutions one is looking at.

Our party would like to see the implementation of *Transitions* undertaken in a cost-efficient and meaningful way. We should be discussing the financial implications of the recommendations aimed at assisting individuals to become self-sufficient and independent. We would also like to be assured that the implementation of *Transitions* will result in a reduction of the social assistance case load. That I know is a real challenge, but certainly one of the true objectives of the report.

Finally, the report puts a lot of emphasis on government accountability but very little on recipient accountability. In fact, SARC would like to abolish home visits, which help workers establish the need for assistance. The committee was out of line, we think, with this

recommendation—and we have had some feedback from the citizens—given the fact that there have been no conclusive studies completed on which to base this type of recommendation. We would like a response from the minister on that particular program concern, as we have mixed feelings about it ourselves.

There are a number of issues of particular importance to the seniors of this province which, quite frankly, were not adequately dealt with during the estimates of the Office for Senior Citizens' Affairs. I would like to state for the record that I am still trying to understand the existence of this separate ministry when the minister's constant response to many questions was that most program delivery responsibilities belong to the Ministry of Community and Social Services or the Ministry of Health. We feel very strongly that we will, as a party, take a strong stand if we cannot get answers to the questions asked in the seniors' estimates. We will be raising those that reflect on the Ministry of Community and Social Services before Thursday, as we discussed, Mr. Chairman, hopefully by the end of today.

We are constantly reminded that the Liberal government is committed to home care programs as opposed to institutionalization, and what is needed is a blueprint on how Ontario might move away from a hospital-based system towards a community health approach. This blueprint was promised in a white paper, *A New Agenda*, released over two years ago by the then Minister without Portfolio responsible for senior citizens' affairs. The lack of action reflects on this ministry. We asked the minister for this blueprint a month ago. We did not receive it, nor have we been told when it will be forthcoming.

Because this ministry is responsible for much of the funding and administration for community-based services, we would like to know if you have a blueprint you are working from, and if not why not and how we can help. This is a tremendous task which will require careful planning for implementation if it is ever to come to fruition.

Finally, I would like the committee to address the funding level to elderly persons centres. I realize the ceiling grant was raised from \$15,000 to \$30,000, but most of these centres seem to have an operating budget of \$300,000 to \$500,000. They are an important focal point for community-based services, but they are not given that kind of recognition by this government. The most pressing question is, is this government really committed to community-

based services? Elderly persons centres need a strategy by which they can be funded and operated rather than simply placing a ceiling on funding.

We have raised many issues and we have many more questions, as I am sure other members have. I am presently waiting for a list of printed questions so that we can leave them with the minister in anticipation of some responses, perhaps by Thursday of this week as far as possible. I should say that we are looking forward to productive and fruitful estimates proceedings.

Mr. Chairman: Thank you very much for your opening comments on these estimates.

At this time, based on the procedures we have followed in previous estimates, Minister, there is an opportunity for you to respond to the issues and questions raised in the statements made by Richard Allen, the critic for the official opposition, and Dianne Cunningham, the critic for the Conservatives. You need not respond to every one of them. As Mrs. Cunningham has said, she has some further questions she wishes to table with you in writing. But you have an opportunity now to respond to those you wish to respond to at this time, and then we will get into questions.

I would like to suggest to committee members that before we get into the normal rotation of questions from committee members, we have some discussion on how we want to allocate the balance of our time. After today, my estimate is we will have approximately five more afternoons to deal with these estimates. There will be about 10 hours left, approximately two hours an afternoon on average, speaking realistically and from experience. So we may wish, since it is a very large ministry, to have some discussion of how we want to allocate the time and in what order we want to go through things. That may also help the minister in allocating his staff complement here, his backup.

1700

Hon. Mr. Sweeney: Let me say at the beginning that my critics have certainly covered the waterfront. Let me take the opportunity to suggest that, in effect, the very fact they have both touched on just about every program that our ministry offers and have indicated clearly where we are not doing as much as we all believe we ought to be doing is part of the whole difficulty.

I would guess that the bulk of my time is taken up with making choices, quite frankly. I do not think either one of you would suggest, and you certainly have not in your opening statements,

that there is a bottomless pit of resources. I think you are both very much aware that I compete with the Ministry of Health, the Ministry of Education, the Ministry of the Environment, the Ministry of Housing, etc., for the total resources of the government and I think you are both very much aware of the fact that the Treasurer (Mr. R. F. Nixon) has limited sources of getting money.

I suspect that we could have an interesting discussion that certain groups in society could be persuaded, legislated, or whatever the term is, into giving more, but I do think that we would all agree that, no matter how you do it, it just is not absolutely bottomless. You are faced with choices. Treasury and cabinet are faced with choices of how to allocate the total budget among ministries, and within my ministry I am faced with choices as to how to allocate budgets among the various programs.

Mrs. Cunningham has just gone through program by program in the last few minutes. I must tell you that I have to decide, is there so much going to seniors and so much going to child care and so much going to income maintenance and so much to family violence—and on the list goes. The very way in which you made your presentation highlights one of the points I want to make: I will not try to suggest any time during these debates that the time is going to come when there are sufficient funds to meet all the needs of all programs. I have learned, after three and a half years, that the job the minister spends most of his time at is making those kinds of choices. That is what I am referring to.

At the beginning I found it very, very frustrating; and quite frankly used almost the same terms that you two have done: "Why can't we put more here, why can't we put more here and why can't we put more here?" My staff, who keep track of our budget, simply said: "You can, Minister, that's your role. You decide where you want to put it and we'll do it. We're not going to tell you what to do. We can give you advice as to what the pros and cons are if you do it one way or the other, you tell us what to do and that is what we will do; but if you want us to put 50 per cent more in child care, then it's got to come from someplace else."

I say that simply to suggest to you that, as we go through the various programs in the estimates, we are going to come up against that wall time and time again and there is no easy answer. I am not asking—please do not misunderstand me—that you make those decisions for me. I would be quite happy, and I think perhaps this is what Mrs. Cunningham was suggesting, if we might have

some profitable and productive discussions as to where we might go in different places, but we must do so clearly with the idea in mind that it means there has to be a tradeoff.

I am quite prepared to take a look at these matters, because that is a debate that goes on endlessly in my ministry between me and my personal staff, usually at 8 o'clock at night or something like that when we are all a little bit tired, and between myself and the deputy and his staff, as Michele Noble well knows.

I am sorry. I do not know whether Michele Noble was introduced or not. Michele Noble is Assistant Deputy Minister of Community and Social Services, family services and income maintenance. Peter Barnes is presently in Montreal with the other deputy ministers across the country, today and tomorrow, I think, so Michele Noble will be sitting in for Peter Barnes. I can quite clearly say she is as fully knowledgeable as he is in most of these issues and what she does not know she will find out awfully fast.

Anyway, just let me start off with that particular point because it is endemic to a ministry such as this where we have such a range of issues.

1705

The second point I would make is that we are also in the very difficult situation, and I think Mr. Allen referred to this in his opening remarks last Thursday, of trying to explain to people why it is that when the economy is so good, when so many people seem to be so much better off—the reference that the leader of the official opposition often makes in the House that we have never seen more expensive condos and we have never seen more Jaguars and BMWs—that the kinds of people we are serving seem to be growing.

We have done a very clear analysis within our ministry. What we obviously find is that in good economic times there is a group of people who simply cannot keep up, who get left behind, or in fact are almost asked to pay the price for those good economic times. I believe I made very brief reference to this, that about 90 per cent of our population is doing reasonably well today. It is the 10 per cent who are not, whether they are the roughly five per cent of the people directly on income maintenance or roughly the other five per cent who are the working poor or the range of people, the elderly and the disabled, who have another range of needs.

The creativity needed in our ministry is how to meet the needs of that group of people who just do not keep up with everyone else and whose numbers are growing during these good econom-

ic times. We have a long historical graph as to what has happened in this ministry as the economy changes. One of the things it clearly shows is that as the unemployment rate drops fairly dramatically, as it is doing now—I believe it is down about four per cent to five per cent and it fluctuates in different parts of the province, as you both know—there is a very clear parallel line with respect to the whole income maintenance demand.

That has been the history of this province for quite a number of years, going back a couple of decades. But in the last few years, that has not been happening. What we get is the unemployment rate going down and the income maintenance group going up, whereas they used to go in tandem. Those two lines either went up or down in tandem. Now they are diverging. Clearly, what that is telling us is what I just described to you before. There is a group of people who are simply paying the price for the economic improvement of the rest of us.

Part of that is due to our global competitiveness. The young people who drop out of school early used to be able to get that unskilled job fairly easily. The older workers used to be able to stay at their jobs until they retired. You both know, as well as I do, that that is not the situation today. Those younger people coming out of school early without too many very clearly defined skills are having an awful time getting that first job, and if they lose that the second and third jobs are even more difficult to get.

You both know that the person who is 48, 49, 50 or 51 years old who loses the job that he or she has had for 25 or 30 years is finding it virtually impossible to get the kind of retraining to get the new job. By the time they get there, the younger people who are perceived to have more get-up-and-go and a longer future with the company are offered the jobs in the first place. That is in the midst of good times. That is sort of the framework, if you will, within which our ministry operates.

Recognizing that, about a year and a half or two years ago we did an environmental overview, if I can put it that way, as to how society is changing and how we as a ministry have to change ourselves along with it. The Social Assistance Review Committee report is one brief example of that. The multi-year plan for the developmentally handicapped is another example of that.

A current review is going on between the municipalities and ourselves. As we look at the programs that we jointly sponsor we are asking,

again in a co-ordinated and a co-operative method: "Should that kind of partnership continue in the same way? Are there programs that municipalities perhaps should be pulling back from? Are there any other programs in which they should be becoming more deeply involved? What about the cost-sharing relationships?" We are looking at that very clearly.

The other thing that we are doing is having a similar review with respect to our agencies. Murray Hamilton, who is our district manager in the southwestern Ontario region, centred in London, was seconded for a year by the ministry to go around to all of our 1,800 agencies with which we cost-share various programs to try to come to a clearer understanding of what they saw as their future, what they saw their current problems, what they understood to be the difficulties with the current relationship with the ministry, and to give us some clear advice as to what they thought they ought to be involved in over the next five, 10, 15 years, to the turn of the century.

1710

What I am trying to suggest to you is that at one and the same time we are recognizing the growing needs of our people and the way in which our ministry needs to change to meet those needs we are also facing a growth in the demand itself. It is a genuine balancing act to try to deal with both of those at the same time.

For example, both Mrs. Cunningham and Mr. Allen referred to the day care situation. You will recall that when we formed the government three and a half years ago, there was a significant underresourcing of day care as a program within the government of Ontario. One of the reasons for that was, quite frankly, that it was not perceived that it was the big need it actually was. We did a very clear study. We talked to an awful lot of people. We talked to parents. We talked to day care providers. We talked to municipalities. What came home to us very clearly was the fact that the need was out there.

The debate no longer was whether parents ought to be working, whether it was socially advantageous for them to be working, whether it was in the best interests of their children for them to be working; that was not the debate any longer. That debate had been decided by parents, both one-parent families and two-parent families, by their particular behaviour: they were working.

Our best estimate now is that roughly 60 per cent of all parents who have what are traditionally called child-care-age children are in fact in the workforce. Therefore, the question is not wheth-

er that need should be there. The need is there and the question is how do we begin to respond to that need?

One of the things we did as part of our consultation was to try to get some clear understanding, from the various groups who were going to be impacted by any decisions we made, where we should put our emphasis. Should it be more in subsidized spaces? Should it be more in creating new physical licensed spaces? Should it be dealing with the whole wage problem? Should it be dealing with the issue Mrs. Cunningham just brought up about the whole question of quality and the kinds of staffing that are going to be involved, because obviously that is a quality factor? Where should we be putting our priority, because the need was so massive?

It was apparent out to us that we could accommodate roughly, in any kind of licensed facility, about 20 per cent of the estimated child-care population out there. We were accommodating something less than 100,000 children and the need was probably in the neighbourhood of about 500,000 children. Of course, nobody knows if that figure is accurate because our best guess is that 80 per cent of them are beyond our pale at the present time.

Knowing that, it seemed to make some kind of sense to say, "Let's concentrate a lot of our resources in any one of them." The response came back very clearly: "Minister, you cannot do that. All of those are vitally important issues. If you are going to come up with a new blueprint, a new plan, a new sense of direction for child care in this province, you have to address all of those." Even the Ontario Coalition for Better Child Care, which in the past few months has continued to criticize us because we are not doing as much as it feels we should be doing in any one of those areas, clearly will say today: "You cannot prioritize them. You have to continue to deal with all of them."

Even within a single program, we are facing the same kind of dilemma we are from program to program as to how we allocate those resources. Therefore, when we brought out our New Directions for Child Care, we clearly said we would set goals for ourselves over a three-year period—so many more subsidized spaces, so many more licensed spaces, so much to deal with the question of wages; so much in the way of human resource time to deal with questions of converting to income support, income testing versus needs testing, to deal with the new legislation, to deal with the quality inspection issues.

My sense is that the document clearly defines that. My sense also is that anyone, either inside or outside this committee, who compares the kinds of things we have actually done, the allocation of dollar resources over roughly the past two years—we are coming now to the end of the second year of that first three-year cycle—would have to agree that in every single one of those items we are in fact ahead of our schedule. We are not behind. I can tell you very clearly that my clear expectation is that in year three we will continue to be ahead of that schedule.

Yet we all know that in none of those areas is there enough. The fact is that we put something like about \$60 million into direct grants this year, 1988, for the very first time in the history of this province—I think that is reflected in my opening comments—with an average wage increase of somewhere in the neighbourhood of \$3,500 to about \$4,000 across the province.

No one would suggest that child care workers, with their responsibility, making \$18,000 to \$19,000 are adequately paid—that is what a lot of them have come up to. They were down in the \$14,000 to \$15,000 range and now they are up in the \$18,000 to \$19,000 range. Some, of course, are much more. In certain places it is \$24,000 or \$25,000; in other places it is still down around \$15,000 or \$16,000 because they started down at \$12,000. No one would say that is enough.

The fact is that we have doubled the number of subsidized spaces, from roughly 20,000 to 41,000 this year. Pick up the paper in any community in the province today and you will find the shortage of subsidized spaces. That goes on and on; it does. That creates a dilemma for us too. When the coalition came in it was very concerned about the shortage of subsidized spaces in Metro. I pointed out to them: "You indicated to me that we could probably solve the entire subsidized waiting list with an infusion of about \$30 million. Yet this year alone, at your suggestion, we put \$60 million into the direct grants. Are you suggesting to me now that I should have only put half as much into the direct grants to improve wages and put the other \$30 million into the subsidies?"

"Oh, no, you shouldn't have done that. You should have done everything you did, plus another \$30 million."

Of course, that goes on with all of them. That is the sort of context in which we make these kinds of decisions.

I do not know whether Mrs. Cunningham was here for the very poetic and prosaic opening that Mr. Allen gave to his comments, about fog here,

fog there and fog everywhere. I was desperately trying to find a suitable response over the weekend, to respond in kind, and I must say that you were more apt at that technique than I was because I could not find anything to just quite fit.

But one of my staff did draw to my attention, Mr. Allen, that a few weeks ago your colleague the member for Scarborough West (Mr. R. F. Johnston), when he was in, I think the estimates of the Ministry of Skills Development, commented very favourably on the estimates procedures of this ministry, on the material that was provided and the clarity and range of it. You know, "Why don't some of the other ministries do the same thing?" Maybe that is just a very small way of saying that even one of your own party colleagues felt that some of the things this ministry does are not totally in the fog.

Mr. Allen: I overlooked that in the haste to get done within the time, but I confess that they are the best set of estimates I have used in four ministries and I compliment your staff.

Hon. Mr. Sweeney: I want to turn to John MacDonald, sitting right behind me, and pass on your compliment to him, because consistently he is the guy who helps put them together. He is one of the few people I have discovered in my 14 years in this place who actually enjoys estimates. He thinks this is great fun.

Mr. Allen: Let's get a good look at this guy.

Hon. Mr. Sweeney: I think he is crazy. Both as a critic and as a minister I have often questioned whether it is the best use of our time, but it is part of the process and we both get involved in it. But here is a guy who is—I guess the closest thing I can call him is an estimates junkie. He thinks putting all these figures and all the explanations together and making it clear and understandable is just a great way to spend your time. So John, let me thank you on behalf of the committee for the clarity of the way in which you and your various colleagues have helped to put all of this material together.

I want to deal specifically with some of the issues Mr. Allen raised. In doing so, I probably will be touching on some that Mrs. Cunningham raised, but I presume Mrs. Cunningham will give me until next time around to deal with some of her more specific ones.

On the question both of you raised as to the Social Assistance Review Committee, I advise you once again that it is no longer a question now; there will definitely be a response to SARC in either or both the throne speech and the budget speech.

I cannot give you all the details. As I believe Mrs. Cunningham asked me in the House the other day, if I had my preference where would I put my attention? I indicated very clearly it is the whole theme of Transitions, the opportunity for planning, getting rid of some of those disincentives, helping people who are clearly in a situation now where the majority of them do not want to be, people who would much prefer to be more independent than they are now, who would like to be more integrated with society rather than segregated.

I believe that is the expression the report itself uses over and over again. The greatest disservice we do to people on income assistance is that we segregate them, and our responsibility is rather to integrate them.

1720

Therefore, I can certainly tell you that is my priority in the whole SARC report, as the beginning, as the first thrust. Of course, you will be well aware of the fact the report is structured in such a way that we do things in sequence. That is the one I want to get started as quickly as possible.

I can share with you, as I have shared with my colleagues around the cabinet table and in Treasury and the Management Board of Cabinet, that to the extent we are going to make a perceived, clear, significant beginning in this area, that is the one on which I would hope for their support in the first place.

That is not in any way at all to deny that the other items are important, but if we are going to start to make a move here, that is where I want to concentrate my energies. My sense, as I have listened to a number of groups and been in receipt of responses from a number of individuals, over and over again is that this is the place where the real change has to take place. There has to be a clear signal that is where we want to make those changes.

I can also perhaps share with you at this time that during the month of February I will be meeting in a formal way with about 15 of the major umbrella groups across the province in a more structured way. What I have asked for, so that I can expand the understanding of my cabinet colleagues, is that several other ministers be present when I meet with each of these various groups. I would be quite prepared to share with you that list of umbrella groups. I do not think you would be surprised by any one of them.

These are all people who have asked specifically to meet with us. There are a number of smaller groups that do not represent the whole

province that we have met with in various capacities. I may not have met with them personally, but some people have and we have asked them to give us a very brief written report so that we would have the combination of both the actual meetings and written reports to take into consideration.

Once again, you would not be surprised if the feeling we are getting is that different groups of people, depending upon the background they are coming from, want us to put the stress on some areas rather than on others. They all say the same thing: "It is not to suggest that those other areas are not important, but it is clearly to suggest that we, in our capacity, in our advocacy role for the particular client group we represent, would prefer you to get moving on this area rather than on that area."

I cannot give you the kind of very specific responses I am sure you would like me to be able to give. Quite frankly, if I had them, I would share them with you. As soon as I have them, I will certainly share them with you. There is no secrecy here. The decisions and the choices are still in process. That is about as clear as I can put it.

Mr. Allen then moved to the Social Assistance Review Board and talked about the delays in the current situation. Let me very briefly touch on it. During the sequence I have asked Joanne Campbell, who is the new chairman of SARB, to come in and enlighten you in a more precise way than I can, because as you know she works with it on a day-by-day basis.

The last report I got from Joanne was that as of the end of December or the first week of January they were just about caught up. In other words, the total case load they were dealing with at that time, which I believe was in the neighbourhood of about 340, was about where they would expect to be. They believe they can roughly handle that number of cases and they have no reason to believe that their cases are going to grow beyond that.

In response to a question you raised in the House, Mr. Allen, I indicated that, if anything, the total number of cases is actually decreasing for two reasons; because the level of positive responses is much higher than what it used to be, and because our area offices and our directors at the local level are being much more careful in seeing to it that they solve those problems which, quite frankly, ought never have gone to the Social Assistance Review Board in the first place. That is happening. The picture clearly indicates that is happening.

As I am sure Joanne will tell you personally, I am sure that was because of bringing on the new people. I believe we now have 21, or a number very close to that, full-time people on SARB. Previously, as you know, I think we had about nine or 10 full-time and the rest were all part-time. The clear recommendation of the committee that was set up to advise us on how to restructure SARB was that we should have full-time people. It also said SARB should have a support staff. That support staff has been brought on. They have been trained.

It also said we should have legal counsel directly available to the committee. They have been brought on. I believe there are four or five full-time counsel; somewhere in that ballpark anyway. I may not be accurate with those figures—please ask Joanne Campbell when she comes in—but that is roughly what is happening.

The most important thing the committee that advised us said was that the full-time members themselves must be trained. They must be trained so they fully understand the legislation. They must be trained so they fully understand the background of the people who are coming before them. They must be fully trained so they can make the decisions themselves. Previously, it was the staff people who wrote up the judgements, and quite frankly my sense is they often made the final decision and the members just went along with it because they did not have the kind of background they ought to have had.

That is not happening any longer. Our people are making their own decisions. They are writing their own decisions. They have legal counsel to advise them. They have support staff to help them. It took a little time, and I certainly say that, but my sense is you are going to hear Joanne Campbell tell you it was worth it. We now have an operation in place that is able to do the job.

I want to come back to the 42-day waiting period. I do not remember, Mr. Allen, whether you raised this in your opening remarks or whether you commented on it earlier. You may or may not be aware of the fact there was a court challenge on that. The interpretation of the court was that we are responsible for making a decision within 42 days and then communicating that decision as quickly as possible. I believe you are going to hear Joanne Campbell tell you that in fact we are at that now, that decisions are being made within that time and that the communication is done as quickly as possible.

She will share with you, I am sure, that there is one small problem, and that is that some of the part-time people from the former board who had

cases still pending, who had not made a final decision and who are required under law to sign them off are taking a little longer to do that than we would appreciate. We are doing the very best we possibly can to encourage them to speed it up.

I think maybe there is a little bit of, "Well, I am no longer a member of the board and I am not all that appreciative of what you have done and therefore I am not going to be as co-operative as I might otherwise be." I do not want to read in anyone's intentions, but that seems to be what is happening. Joanne and I have talked about it a couple of times. There are three or four people in particular who are being somewhat unco-operative and we just keep pushing and pushing. There is a very small case load of decisions that have not been made and that is the reason. I am not quite sure what we can do. We just keep asking them to do it.

Just for your own information, when someone leaves the board, he is given five full days' pay to provide the opportunity to finish up whatever he has left over. In all of the cases it is our conviction that would have been sufficient. Now some people are saying, "I want more." I just share that with you as a very small internal problem we have to deal with for which there is really no simple answer.

Mr. Allen made a reference to family in general, I guess because I referred to it in my comments and he was putting his own interpretation on Ontario as a family. I believe, Mr. Allen, the point you made was that within a family, everybody helps and supports one another and that if Ontario as a whole was seen as a family we would likely be much more supportive of our needy members.

1730

I want to share with you, first of all, that I concur with that observation. One of the things that I, as the minister, attempt to do when I am out speaking to various groups of people is to reflect that very idea and point out to them, if I can come back to the point I made earlier, that 90 per cent of the population is doing quite well and 10 per cent is not, and that the very fact that the 90 per cent is able to do as well as it is doing is partially at the cost of the other 10 per cent. Therefore, we do have a clear responsibility as members of a bigger family to help support those who, for a period of time and for any number of reasons, cannot support themselves.

The other thing I try to drive home to them, and I frequently have the least expected response at the end of that opportunity, is that while it is difficult for those who have never had the need to

fully appreciate the need, if they just take a little time they can put themselves in that situation. When I am talking to chambers of commerce or rotary clubs or people like that—and I do not want to cast aspersions, but let's face it, quite often they are not the kind of people who have been through the income maintenance experience, they are often not the kind of people who have had disabled persons or single parents in their family or something like that.

I simply ask them to reflect: "What assurance does any one of you have that you are not going to drive out of here and three blocks from here get hit by a gravel truck and end up as a paraplegic or a quadriplegic? Then who do you turn to? What guarantee is there that because your wife is not a single parent one of your married daughters could not end up as a single parent, or that because you have never had a developmentally handicapped child in your family one of your grandchildren will not be?"

I just ask them to kind of think through those questions. I guess it is the old phrase that our native people often repeat, you cannot really understand another person until you have walked in his moccasins for so many miles, six miles, or so many days; I cannot remember the exact quotation, but you know what I am talking about.

I think that is partially our responsibility. We have to keep reminding people over and over again that while they are not there right now, they could be and that Ontario's social service network is that kind of an insurance policy. It is the kind of insurance agreement that makes the rest of the system work. I was so pleased, and you will know what I am referring to, when the Thomson report made reference to two or three situations like that.

They referred, for example, to the Macdonald commission, indicating that when they were doing their economic study across the whole country they had gone into it with the idea that a social support system and the resources that, to use their expression "drain away from the larger economy," were in fact a disinvestment; that the money could be better used if it were put into more productive capacities in the country, whether it was human resource capacity, plant capacity or research, whatever the case may be.

But if I can remember the exact words of the Macdonald report, the commission was surprised to find out that in fact the opposite was true. One of the ways in which you could have a strong economy and a strong, growing economic base was almost dependent upon having a strong social support base as well. This was the social

contract, this enabled relationships between employees and employers that might not be possible otherwise.

This enabled us to make some of the changes that we have to make in our productive, industrial, commercial society that otherwise we would not be able to support. This prevented the people who had needs from so clamouring on the streets—again I cannot remember the exact words that the commission used—but this enabled us to see to it that there was the support mechanism and to continue to advocate for more, a more productive one and a fairer one, a more just one, while nevertheless the fact was that there was something in place.

I would clearly state to you that I see it as part of my job to advocate for that. I want to share with you that I have particularly gone out of my way to speak to groups of people who on first blush may not seem to be responsive to that message. I can share with you that afterwards they seem to be responsive. I think it just takes time. I see that very much as my role. I say that because Mr. Allen clearly indicated that this minister, if any minister, should be seen as the voice of the poor. I tried to indicate in my opening remarks that I saw that as part of my job.

For example, within the Ministry of Health there are the powerful lobbies of the Ontario Hospital Association, the Ontario Medical Association, the dentists, the physiotherapists—the list is endless; all very strong, very powerful, capable of speaking on their own behalf. They really did not need the Minister of Health (Mrs. Caplan) to speak on their behalf.

In a ministry like Colleges and Universities, as our friend Dr. Allen would well know, we have very powerful faculty associations. We have the presidents of the universities. We have very strong student associations that very clearly make their message heard and that have the economic clout and the social acceptance clout to make their message heard. Once again, the Minister of Colleges and Universities (Mrs. McLeod), although having to speak for the total corporate enterprise, does not have to speak quite as loudly as those individual groups can speak.

We can go on in a number of other groups. Certainly, the Minister of Industry, Trade and Technology (Mr. Kwinter) does not have to be the lobby for big business. They are quite capable of doing it themselves. In many ways, in the Ministry of Labour, unionized labour is very capable and powerful. There are groups within it, like the injured workers, whom we are all aware

of, that do not have the same kind of clout and voice, but the list goes on.

Within our ministry, while there are many advocacy groups—the elderly have their advocacy groups, probably the most powerful of them all; the disabled have theirs; the transition houses have theirs and the day care people have theirs—they do not have that same economic clout and they do not always have that same public acceptance clout.

I very clearly recognize, Mr. Allen, that that imposes upon me, as a minister, and upon our ministry and everybody within our ministry, a responsibility, and I want to share with you again that every time I speak in various ways to groups of people within our ministry, I tell them that over and over again.

Whenever I speak to the various agencies that represent our ministry in program delivery, one of the things that I emphasize we have as our responsibility is to market, to be the advertisers if you will, of what we do, why we do it and why it is appropriate that we should be allocating from the total budget of the province the kinds of sums that we do.

I am told, as the minister, and I am sure you realize this, that after Health our ministry has the greatest increases in budgetary allowances of any ministry of government. In the last two years alone, we have gone from approximately \$3.2 billion to about \$4.2 billion. That is a 33 per cent increase in two years. It is about \$500 million each year. It is a lot of money. It is a lot less than what I could spend if the resources were available.

There are those who say to us that is not a wise investment by the government as a whole, and I feel that my responsibility and the responsibility of our agencies and our staff people in their various capacities is to say no, that what we do and the resources that are our responsibility and the way in which we spend and use those resources in fact are essential in the overall development and progress of our provincial society. That affects the economy. It affects the business interests and the commercial development and the industrial development of our society as well as any other. I appreciated it when you made that observation, because it is certainly very much in line with what I feel myself.

Mr. Allen made reference to the fact that he did not believe that I was vocal enough during the debate on free trade. He is partially right. Let me share with him some of the things that in fact I did do. Mr. Allen will be aware of the fact that on two or three occasions I responded to questions in

the Legislature which did receive some media attention with respect to my very strong feelings and concerns as to what could happen. Here is where the difficulty is.

You will be well aware of the fact that other ministers within the government of Ontario were able to be much more precise on what very likely would happen under free trade. The Minister of Industry, Trade and Technology, the Minister of Agriculture and Food (Mr. Riddell) and the Minister of the Environment (Mr. Bradley) were able to pinpoint in a very precise way what could happen if this deal went through and they were able to give some examples.

The difficulty that I had as a minister and constantly tried to deal with was that it was always "maybe" or "might" within our ministry. Even those who were opposed to the deal clearly indicated that there was nothing in it in any direct way, in any precise or specific way, which said that it was going to impact on any of our programs; that, if anything, there was wording within the deal itself which said our social programs, particularly such things as pension and our medical program and things like that, would be protected, would not be subject to a review by decision-makers within the United States.

1740

Therefore, what I was literally forced to do was to ask people to put themselves in a situation five, six, even 10 years down the road with respect to what could happen when the pressures became stronger, when our manufacturers found themselves faced with; a competitive playing field in which they felt themselves saddled with some of the higher costs their American competitors would not be faced with, when decisions about new programs would have to be made, not necessarily the ones we have now, we all know the list of new programs we are looking at. Then it would be much more difficult to try to get those passed. It would be much more difficult five years from now, for example, to get some variation of the Canada medicare program passed in Canada, much more so than it was back in 1965.

While I believe that very strongly and while I expressed that in a number of forums, I must candidly share with you that I always had to pull my punches a little because I could never prove anything. It struck me that many of the other arguments were so much more specific and precise that they are what got the attention, so that even when I spoke to a public group I must tell you that very little of it got reported.

Even last fall when I was among my other provincial colleagues from across the country when we met over on the west coast, that same theme kept coming up time and time again, that we as social ministers felt ourselves very much at a disadvantage. Even ministers from provincial governments where there was general support for free trade, and you know them as well as I do, felt very uneasy about how to deal with this issue.

They felt, if you can excuse the language, in their gut that there were a lot of things they ought to be concerned about and they attempted to get the message out, but it was not as easy as for the others. It was not so much the case that I did not speak out, in fact I did; it was the case that in a ministry like ours it was much more difficult to do so. You just did not have the hook to hang your hat on.

I would certainly appreciate it if either Mr. Allen or Mrs. Cunningham have any suggestions for me about how I might continue to do that, because I believe it is going to be a continuing factor. Quite frankly, I think it is our ability to continue to sell that message or to send out that message which might in some way cause people to back off. We cannot say it is a fait accompli and there is nothing we can do about it and just sort of pick up our tent and walk away.

In our area in particular, I would suggest to you that our determination to continue to preach this message over the next five or six years is probably more important than what it has been the last year or so. I think we have to just keep saying it and saying it and saying it, so that those people who would attempt to make decisions otherwise will know they are not going to be able to do so silently or quietly.

Mr. Allen specifically referred to the \$19-million cutback within our ministry—we called it the clawback—and asked if we could give him some detail on it. I am quite happy to do that. Let me begin by saying that the rationale for that whole program was a clear recognition by the Treasurer that his budget was going to be overexpended and his revenues were going to be less than he had anticipated. Therefore, every ministry of government was asked to go through its budget and identify areas where it could reduce expenditures.

We had two options. We were told that we had to reduce our direct operating costs by a fixed percentage. How much was it? Do you remember offhand?

Mr. MacDonald: Two per cent.

Hon. Mr. Sweeney: Two per cent for salaries. As you know, we have about 11,000 employees

within our ministry. We were just told quite flatly: "Cut two per cent; whether it means you don't hire people or don't give the kinds of increases." That was a direct order which every single ministry of the government got.

We were able to do it because the time delay with which we replace people, just by the nature of the qualifications our people require, pretty well got us that money. We were able to save about \$5 million. Of the \$19 million, that is where we got the first \$5 million. Instead of replacing people within three weeks we probably replaced them within five or six weeks. There is enough turnover within our ministry that we did not have to let anybody go, we did not have to cut salaries. We were able to find it.

The difficulty was that in previous years this was a bit of a cushion we counted on to help pay some other bills we knew we were not going to get money for. That little cushion was not available to us this year. That hurt a little.

The other thing we did was go through all of our programs and make the best guess we possibly could about where planned expenditures would not be realized before the end of the year. That is where we were able to find most of the money. That is another way of saying that we are going to have to spend that money next year. Although we were able, to use my expression, to "claw" it back this year, we made it very clear to Treasury that—

Can I stop and share something that has been brought to my attention? Mr. Allen will get a chuckle out of this one. Claude-Adrien Helvétius, 1715-1771: "Truth is a torch that gleams through the fog without dispelling it."

Beautiful. I wish I had found that. There are a few other things here but I will not take the time. Do you see what you started? Can you imagine going back to 1715 to find that one? I have to remember that. Dianne Poole, thank you.

Let me move on. We withdrew from our Alzheimer's program \$1.5 million. This is due to a later startup than originally intended. That money will become available in the subsequent budget. The employability agreement between ourselves and Ottawa got started later than we had anticipated, we were able to get \$1.5 million out of that one.

The provision of counselling services for a federal-provincial housing involved an initiative whereby housing authorities, federal and provincial, put the the building up and we put the support services in. As you know, some of their projects were late in getting started and we were

able to find \$500,000 in that one as a result of the late start.

Our northern special needs program is one Mr. Allen will be aware of, where the ministries of Health, Education and ourselves are putting together teams, I believe it is three teams in northern Ontario which are going to provide a range of services. That one has been delayed in implementation and we were able to find \$900,000 from that in this year's budget.

The biggest pot we found was in the direct operating grants to the commercial day care centres. As you know, at the beginning of the year we had allocated roughly \$3 per child per day to all of the day care centres in the province, both commercial and noncommercial. I believe that ratio now is about 60 per cent noncommercial and about 40 per cent commercial in the province. We paid out the full amount to the noncommercial centres as of January 1.

We indicated to the commercial centres that we were going to pay them beginning April 1. That was contingent upon our getting a final agreement with the federal government. When that did not come, we agreed to give them the provincial share—that is roughly about half; it works out to an average of about \$1.50 per child per day—until the federal government came across. As you know, that still has not happened, and therefore the delay in that happening has allowed us to pull \$4.3 million out of the budget that would have gone for that particular purpose.

1750

Finally, we had earmarked money for developmental services for the physically handicapped, special needs at home for the physically handicapped, to concur with the program we have for the developmentally handicapped. There is also late implementation in this program and our best estimate is that we will find \$2.5 million in that program.

The final item is one that we had put in but it looks as if we have pulled it all back, and that is the integrated homemaker program. We had a total budget of \$42 million this year, compared, I think, to about \$21 million last year; we just about doubled it in a year.

Since it was growing at a rate that we were having great difficulty in anticipating, and our best guess was that we simply were not going to be able to keep up with the demand, we told all of the agencies that deliver this program for us that we would allow it to grow for six months, from April 1 to September 30, and whatever their figures were at that time we would honour them. Everybody was given six months' notice on this.

Therefore, whatever the total cost was as of September 30, that would be our budget for the year.

As it turned out, that amounted to about \$40 million, compared to the \$42 million that we had budgeted. The Treasurer was quick to notice that and drew our attention to the fact that would mean, "You have \$2 million left over that you do not need." He was correct.

I would just let you reminisce about what happened a couple of weeks ago. I think the total cost of that bill was about \$1.8 million. Therefore, my honoured colleague the Treasurer is not going to get the \$2 million he thought he was going to get.

Mr. Chairman: I hate to interrupt your line, but I see you still have quite a bit to go through. I am wondering whether we could break now to have our brief discussion on how we want to order our business.

Hon. Mr. Sweeney: Certainly. Good. I have gone a fair way with Mr. Allen. I think I can probably finish up pretty quickly and then go right into—

Mr. Chairman: We can start with that tomorrow and have you finish up.

Hon. Mr. Sweeney: I do not know whether Mrs. Cunningham is going to be here tomorrow or not. Does anyone know for sure? I know she is going to be here on Thursday.

Mr. Allen: I believe Mr. Jackson will be taking her place tomorrow. Is that right, Mr. Jackson?

Hon. Mr. Sweeney: Would it be appropriate then if I were to hold specific comments until Mrs. Cunningham comes back on Thursday and we would go right into something else on Tuesday? I can do it either way, but I am just thinking, as a matter of courtesy—

Mr. Chairman: Yes, I think that would be appropriate.

Mr. Jackson: We have several additional questions we would like to put in. Again, in the interest of brevity we did not include them all in our statement.

Mr. Chairman: Mrs. Cunningham indicated that they were printed and would be tabled with the clerk?

Mr. Jackson: Yes.

Hon. Mr. Sweeney: I will be quite prepared to respond tomorrow to the issues Mrs. Cunningham raised, but if everyone agrees I will hold them until Thursday.

Mr. Chairman: Our custom on this committee has been to hold them until the person who asked them is present, if at all possible.

Hon. Mr. Sweeney: Thank you.

Mr. Chairman: One of the questions that we have to decide as a committee is how we wish to take the vote on the various items. In the past, we have stacked them to the end and this gives the committee members some flexibility if they wish to go back to something we have already passed. Is there concurrence to carry on with that approach?

Mr. Allen: I am in agreement with that. Anything that we need to raise by way of substantial discussion on any particular issue can simply come up in its place as we go through the estimates in a systematic way.

Mr. Chairman: Yes; and, Mr. Allen, you did propose that we take it through in the order in which it is listed here?

Mr. Allen: I think that is as simple and straightforward a way as I can imagine. The only reason for not doing that sometimes is if there is some fear we are not going to get through all of that business and there are some high-profile items one wants to deal with which would come up late in the book and therefore one might not get to. It might compromise the ability to deal with them. If we monitor our progress as we go and make certain that is not going to happen, and then I think allow Mrs. Cunningham the option of pulling some things forward out of sequence because of her inability to be here for all of the sessions, I think we should be able to operate quite satisfactorily.

Mr. Chairman: The other thing I wanted to mention is that the minister made reference to the head of the Social Assistance Review Board—

Hon. Mr. Sweeney: Joanne Campbell

Mr. Chairman: —and indicated that perhaps the committee might wish to question her. Do you wish to question her, and are there others that perhaps the minister should have available for questioning? The minister could plan that and have them here on a certain day.

Hon. Mr. Sweeney: If I can, Mr. Chairman, there are certain people, obviously, that we feel it would be appropriate to have here to be available for you. I gather your question is if there are others members might want.

Mr. Chairman: Are there any you suggest or that members of the committee wish to specifically call before the committee for more detailed questioning?

Hon. Mr. Sweeney: Sure, just let us know.

Mr. Chairman: Are there any such requests?

Mr. Allen: Not in personnel terms, Mr. Chairman; I had not asked my staff to pinpoint it that closely. I had hoped that tomorrow, for example, we would be able to look at the auditor's observations around the comprehensive income maintenance system and ask questions in that regard, and perhaps we might also do the Social Assistance Review Board tomorrow, because that comes up fairly early in the book. Is it tomorrow you were thinking you might have Ms. Campbell here?

Hon. Mr. Sweeney: I do not think so.

Mr. Allen: Or did you have a time?

Hon. Mr. Sweeney: I think it comes up a little later; and once again Mrs. Cunningham would not be here tomorrow. If that is the will of the committee, we can certainly—although I think, quite frankly, it would be, again, a matter of courtesy to Ms. Campbell if we gave her a little more notice.

Mr. Chairman: Tomorrow's session will be taken up partly with your completion of the responses to Mr. Allen. Your responses to Mrs. Cunningham we will hold until Thursday, but there is an indication that there are some further questions that need to be tabled and then we could start through the first section and open it up to questions. Is that agreeable? Is there anything else we need to discuss at this time?

Hon. Mr. Sweeney: I do not know whether we made the final decision. Do you want Ms. Campbell here tomorrow or not?

Mr. Chairman: No.

Hon. Mr. Sweeney: It is possible if you want her to be, but—

Mr. Chairman: I do not think—

Mr. Allen: I guess it depends, really, on the priority Mrs. Cunningham has in terms of the questions that she has. I am not certain what the questions are, how numerous they are or what the priority listing is. Clearly, if SARB is a high-priority item for her, Joanne Campbell should not be here tomorrow.

Hon. Mr. Sweeney: I do not have any reference to SARB in my notes with respect to Mrs. Cunningham's presentation. I do not know whether that means it is not a high priority with her or she did not get to it yet; I am not sure.

Mr. Jackson: With the additional questions we were about to table for you, we would like you to devote the bulk of your time tomorrow to responding to those questions and then we can deal with deputants or additional support personnel at a subsequent meeting.

Mr. Chairman: It sounds to me like we are going to have tomorrow taken up with the minister's completion of his response to Mr. Allen, your tabling of some additional questions and perhaps there may be some supplementary questions from other members of the committee related to those topics. Then on Thursday we can get into your response to Mrs. Cunningham on the issues she raised and carry on through the book where we left off. Hopefully, we will get started on some of it tomorrow. Does that sound like a good approach?

Mr. Allen: It puts us in a scatter-shot situation for the latter portion of tomorrow afternoon—

Mr. Jackson: For one day.

Mr. Chairman: We have to tailor it to the availability of the people.

Mr. Allen: All right.

Mr. Chairman: I do have one notice, members of the committee. The clerk has arranged for us to be using room 151 tomorrow so that we would have access to television coverage. I have asked him to keep his eye out for other days when that room is available, because I think part of the job this ministry has and that all of us have is to overcome some of the myths in this area and it will help us to have access to the television coverage.

Mr. Jackson: It is debatable whether TV will correct that, but the sentiments were appreciated.

Mr. Chairman: I am sure you will help it along.

Ms. Poole: At some stage it appears we are going to be looking at SARB. Perhaps, as a courtesy to Ms. Campbell, the committee could decide on which day we would like her to appear.

Mr. Chairman: I do not think we are ready to make that decision today. I think we would want to hear from Mrs. Cunningham exactly what her position is on that and perhaps at the end of tomorrow's meeting we could make that determination. Okay?

Ms. Poole: Fine.

The committee adjourned at 6 p.m.

CONTENTS**Monday, January 23, 1989****Estimates, Ministry of Community and Social Services****Opening statement**

Mrs. Cunningham.....	S-583
Adjournment.....	S-598

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Clerk: Decker, Todd

Witnesses:**From the Ministry of Community and Social Services:**

Sweeney, Hon. John, Minister of Community and Social Services (Kitchener-Wilmot L)

Noble, Michele, Assistant Deputy Minister, Family Services and Income Maintenance Division

MacDonald, John, Co-ordinator, Estimates, Financial Planning and Corporate Analysis





CAZON
XC 12
- S17

No. S-25

Hansard

Official Report of Debates

Legislative Assembly of Ontario



Standing Committee on Social Development
Estimates, Ministry of Community and Social Services

First Session, 34th Parliament
Tuesday, January 24, 1989

Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, January 24, 1989

The committee met at 3:40 p.m. in room 228.
**ESTIMATES, MINISTRY OF COMMUNITY
AND SOCIAL SERVICES**
 (continued)

Mr. Chairman: The meeting will come to order. This is a meeting of the standing committee on social development, convened to consider the estimates of the Ministry of Community and Social Services.

We have with us the minister, the Honourable John Sweeney. This is our third session to consider the estimates. We have heard opening statements from the minister and each of the opposition party critics and were at the stage of listening to the minister's response to questions and issues raised in the opposition critics' statements.

As I recall, Mr. Sweeney, you were part way through responding to Mr. Allen's questions and issues and we had decided to reserve hearing your response to Mrs. Cunningham's questions and issues until Thursday, as she is not with us today. When you conclude your response to Mr. Allen, we will go to further questions raised by the third party, which were tabled with you yesterday, and other questions which committee members may wish to raise today.

Hon. Mr. Sweeney: I will not take much more time in responding to Mr. Allen. There are a couple of comments he made at the end of the statement which I would like, at least briefly, to touch on. I would just say to Mr. Allen that if there are any key points he did bring in which I have overlooked, I am sure he will take the opportunity to bring them up again when we come to that particular item.

But the last two I have on the notes I made myself when listening, Mr. Allen, begin with, "When you trot out figures," and the reference there was to the fact that I guess I have on numerous occasions pointed out what in fact we have done. Mr. Allen went on to point out that, in many cases, what I am doing, again if I can use his phrasing, is "making up for lost time of the previous government," and then went on to say, "We are just back to 1975."

I do not want at all to get into the debate about whether the previous government was right or wrong in what it did, but there is no doubt that

when I became the minister and sat down with my staff and looked at the various things this ministry was doing and the places where a lot of people seemed to feel there were deficiencies in our service provision, you are right. We very clearly made some decisions about the areas we were going to move on.

We decided that we needed to do more in child care, that we needed to improve our services for family violence, that we needed to improve our services for community outreach for the developmentally handicapped and the elderly and that we needed to offer different kinds of responses to young offenders.

All of those were things which, for the most part, were in operation in some way but have not been developed as far as we would like to see them developed. I would suggest that that is probably true of almost any new government which comes in. The first thing it does is sit down and look at: "What are we doing right now? Are we reasonably satisfied with the way in which we are providing services, or do we feel that we should be doing more in some areas and perhaps having to hold the line in others?"

So I would certainly say to Mr. Allen that he is correct. That is, in fact, what we have done, but I would say that is a reasonable approach to take. You have to start someplace. I, as a minister, make no apologies whatsoever when I go back and point out the growth in service in the areas that I have just identified, whether it is the elderly, the disabled, children's mental health, child care or—you know the list probably as well as I do. You have probably heard me say it enough and I indicate that that is a valid response.

The other point you make is that we are just going back to 1975. My recollection is that you had indicated that in the improvements we have made in the income maintenance system, we are, as far as the cost of living is concerned, back where we were in 1975. In some ways that is correct. In other ways it is not correct. I just want to very briefly speak to that.

When I became minister, one of the things that was drawn to my attention, when I raised the subject with the staff and our income maintenance branch, was that at that point in time we were not even up to 1975. I said that that was the very least we had to do. The year 1975 was, I

guess, in some people's minds the high-water mark in terms of support. I said certainly one of our goals should be to get back to that so-called high-water mark and then start moving beyond it.

So you are right. That was the initial target, to at least be sure that people today were not getting, in terms of expendable resources, anything less than what they would have gotten. Of course, we were looking back roughly ten years, so we did meet that. When you speak of our basic payments, Mr. Allen is correct that we are just about back to 1975, but there is one very significant difference. That is that in 1975 we did not have a shelter subsidy component to our income maintenance program. Since that has been introduced, subsequent to that, when you add that factor in, we are really well beyond the rates in 1975, and that is using 1975 dollars.

I asked my staff to go through and pick out a couple of examples. Let me just share one with you. With respect to a family, a single parent with two children or two parents with two children, after you subtract for inflation, the total income in 1989 will be \$1,140 annually or roughly about \$95 a month, ahead of inflation since 1975. Granted the whole purpose of the shelter subsidy was to recognize that the cost of shelter was taking a disproportionate share of people's incomes, whether they were out working—the working poor—or whether they were on income maintenance assistance programs.

But when you factor that one in, and when you actually consider that people have money in their pockets that they did not have before, all of those who are on a shelter assistance program are further ahead than where they would have been in 1975, holding all of those figures constant all the way through. But if you take the shelter component out, then Mr. Allen is correct. We are just about back where we were in 1975. I just wanted to make that observation.

Speaking of shelter subsidy and rates, somebody else raised an issue yesterday about new family benefits allowance rates that become available in January 1989, or become available in January of each year, and the impact that has on people who are in Ontario housing, whose rents are adjusted as their income adjusts. I think somebody made the observation that since rents change at the beginning of the month and family benefits payments come at the end of the month, you could have a person paying more rent on January 1 and not getting a cheque until January 30.

According to our staff, it is highly unlikely that that could happen, for two reasons. The first one is that you can only change rent every 12 months as leases come up. You cannot change rent any time you feel like it.

1550

Mr. Jackson: As long as you are covered by the Landlord and Tenant Act.

Hon. Mr. Sweeney: True. The second thing is that under the legislation, you have to give 90 days' notice, so the Ontario Housing Corp. would not know that somebody got an increase in payment, in fact, until January. They therefore cannot very well give notice until they have actually received it. You cannot give notice in anticipation that you are going to receive it. While we recognize that it seems that could happen, my staff's analysis, unless somebody can figure it out some other way around, is that it is very unlikely to happen.

The only place where the two amounts of money come simultaneously is if you get general welfare. With general welfare, unlike family benefits, the increase is paid at the beginning of the month. Even if it were to happen there, they would get their cheque at the beginning of the month and they might get a rent increase at the beginning of the month, but it is very unusual that it could happen. I just wanted to share that.

I cannot remember who brought it up. Was it Dianne? I must say that I was taken a little aback when she said it. My own feeling was that is not fair and should not be permitted. Therefore, I did check.

The last point that you spoke about that I have on my note, Mr. Allen, and you were more or less talking principles and philosophy, I believe, about the rationalization of restraint and went on to say, what about real growth? That was your question. You pointed out that our responsibility as a ministry should be in fact to advocate for higher taxes, I presume you mean from various sources, so that in fact we do not just sort of hold things but we actually try to get real growth into the system.

I would indicate to you that in a number of ways we have had real growth in the system. When you compare the growth in child care and community services to the elderly, when you look at the growth of the services for family violence and income maintenance that I have just briefly described to you, in fact, there has been real growth in the system. It has not been just holding the line.

I think we need, some time during this debate, to talk about the way in which the word restraint

is used. It is not. I am sure you have heard this over and over again, but let me just repeat it once again. It is not as if we are falling back, it is not as if there is no growth, but restraint refers to a limitation on growth. Quite frankly, the Treasurer (Mr. R. F. Nixon) comes to us and says we can grow by six per cent, eight per cent or 10 per cent this year, whatever the case may be, and somebody in some of our agencies out there says, "We need 12 per cent or 14 per cent." That is when the word restraint comes up. It is not that there is not growth; there is not the kind of growth that a number of people would say the system actually needs.

I would ask that we have some time to debate this. How do you arrive at that? Whose decision is the best one? Is a real rate of growth of eight per cent any less valid or any more valid than somebody else's decision that it should be 10 per cent? I suggest to you that in a ministry such as ours, it is going to be an absolutely endless and ongoing debate. It is probably something you are never going to resolve. What I find is that even in those program areas where we have had the most growth, we still have people coming back to us and saying it is not enough. Whatever you did, you should have done more. I hope we will have a chance to talk about the difference between restraint and real growth and how we get that.

As far as the principle or ideological or philosophical debate about whether or not this government or any government should be raising more taxes to buy more services, I suggest that is going to be a long debate as well. I am sure you realize there are other members in the Legislature who say that we are raising too many taxes and we are trying to provide too many services now. Of course, the public people feel that. I guess my only response is that is a balancing act that governments and ministries constantly have to deal with. It comes back to the point that I was making yesterday. That is a part of the choices that we have to make.

We add to the total sum of resources through our tax-raising capacity and then use that money for programs. I think most people realize that we do not hide any of that money away. It is just taken in with the right hand in the form of taxation and spent with the left hand in the form of programs. If you want to do more of one, you obviously have to do more of the other. It is a question that we constantly ask ourselves.

I am going to leave it there with respect to my response to Mr. Allen's comments. I am sure he wants to take an opportunity to elaborate on some

of my responses and perhaps on some of the areas that I did not respond to.

Mr. Chairman: Mr. Allen, before I give the floor to Mr. Jackson, would you like to ask some questions of clarification on those responses or perhaps follow through on some of them?

Mr. Allen: I would, if you do not mind, just for a moment. I do not want to take very much time, because I think the minister is quite right that we will come back to most of these questions in the course of the estimates book itself. If we have time at the end, we might want to spend a little bit more time with them, but it is these more general issues that he just touched on that are not specifically in the estimates book. They are sort of hanging there but they are not focused by any particular page of figures.

I just want to underline that, in the first instance, my question about growth and the proportion of our provincial wealth that we use for social assistance and indeed for the whole social program area was a comment which underlined a comparison between Ontario and other provinces in which Ontario used a significantly smaller percentage in its public revenues and therefore in its public expenditures of the gross provincial product than is the case of the average of the other provinces across the country.

My point in making that was, first, in the hope that perhaps the minister would find that a persuasive argument with the Treasurer and, second, when it comes to some very fundamental questions like whether we do in fact attempt to remove poverty from Ontario and make Ontario genuinely a province of shared experience, then I think one does have a very ultimate kind of principle against which one is trying to measure one's appropriations and expenditures. For me, that is a fundamental question that cannot be evaded.

I agree with the minister. No one can come in here or any other forum and say the percentage of a gross provincial product that a government should appropriate is X per cent or Y per cent or Z per cent. It depends very much on what you want to do as a government, what your philosophical orientation is, where you think wealth comes from, how you will impact on it in terms of your expenditure priorities and all that kind of stuff, and no one can precisely define the percentage. You are quite right in that respect: Whose decision?

At the same time, when you are up against the question of a fundamental issue like poverty and you are not putting up all the resources necessary

to eliminate poverty in Ontario and make it a place of genuinely shared experience for all Ontarians, then there at least is an argument, if we are not spending the same proportion of our provincial or national wealth as other provinces or nations or moving in the direction of appropriating more and making the moral case with the provincial electorate as to why it is important to do that. That was, I think, the essential point I wanted to make there and that I want to underline once again.

On the question of restraint, I do not essentially disagree with you, but I guess what concerns me is not simply that we are just edging over, if I want to use your response, the 1975 real value in social assistance for our dependent poor; but it strikes me that just as we have reached that point, we have the Treasurer behaving much like Mr. McKeough in 1975, with his special program review, which I am sure the minister will remember very well. I think you were here at that time.

Hon. Mr. Sweeney: The Henderson report.

Mr. Allen: Many of my colleagues who were here—I was not—and yourself, I am sure, if I check the record, were very critical of Mr. McKeough and the way in which he developed a program of restraint which passed over on to other jurisdictions as many of the costs as could be negotiated or left to them and, overall, inaugurated the modern regime of what is called restraint in Ontario politics.

My sense is that Mr. Nixon, who was a great admirer of Mr. McKeough, is somewhat marching on the same turf at this point in time. I am not sure that it is all simply a matter of there being only so many resources out there, only so much money that we can corner and so much that we can spend, and those kinds of considerations. I do not think those are the only factors that are at work with Mr. Nixon in his assessment of government and his responsibilities, and especially with regard to the whole issue of restraint.

1600

Finally, my other comment would be that I appreciate very much that you have, if you like, taken what we could call family aetiology out into the private sector and into the chambers of commerce and the various service clubs and so on where you have spoken. My point was not that you were not doing that or that it was not happening; my point was essentially that the social services and social programs often appear to be repairing the damage that is done by an economic system, not only in its cycles of employment and unemployment but also in the

way in which it functions daily in so many of our workplaces where there is an authoritarian spirit.

I would quote financial analysts, such as Ronald Anderson in the *Globe and Mail*, who have observed that North America, including Canada, is simply far, far behind the times in still maintaining what is essentially an authoritarian workplace and that where people work day in and day out in that context it inevitably affects everything from their own sense of worth right through to the kind of discipline they insist on in their own family, for example, and the kind of personal reaction, the psychological compensation that takes place in family life, in the assertion of self in order to overcome the putdowns that have been experienced all day in the workplace and so on.

The point that I was trying to make was that unless the government was somehow at the same time committed to tackling the problem of human relations within the workplace and the status of working people and their participatory role, their ability to make meaningful decisions, to take on management responsibilities even, to do that and adopt that kind of an agenda, somehow the social assistance programs are always going to be fighting against a problem that the government itself is not doing anything to resolve and will keep on coping with issues, trying to reduce the social assistance case load and so on, but never really meeting the issue on the complete ground where the battle has to be fought.

Let me simply make those comments at this point. The minister might be interested. I was quite pleased that Ms. Poole brought in her quotation.

I was not quite sure afterwards how to read it—"Truth is a torch that gleams through the fog without dispelling it"—I confess, because I was not sure whether she had the same sense of fog that I had or just who was truth. Certainly we have pushed very hard and shone very brightly and yet we have not moved all of the fog.

I would be happy to give you a little bit of a role in carrying the torch. I am not unhappy about that. I am not sure that I would have agreed with T. S. Eliot that the ministry was a "scent of pine and the woodrush singing through the fog," although undoubtedly many of your staff are very genial spirits and hardworking and, I am sure, could be characterized in that way.

I did think that Browning perhaps had something to say to us when he said, "In the natural fog of a good man's mind," and I would be prepared to give the minister some ground there as well. I certainly would not want to

paraphrase Christopher Fry when he said, "You bubble-mouthing, fog-blathering,/ Chin-chuntering, chap-flapping, liturgical,/ Turgidical, base old man!" because (a) I think you are a very young man in spirit and (b) I do not think those adjectives fit.

But there may still have been something for the witches of Macbeth with regard to the Social Assistance Review Board and some of the appeal process when they said, "Fair is foul, and foul is fair/ Hover through the fog."

I am not sure. Sometimes when the minister left question period, he appeared to be, "Wrapped in a cloak of grey mystery,/ Fog, the magician,/Steals tip-toe out of the sea," and escapes once again and so on, but often I was after the questions "more puzzled than the Egyptians in their fog," paraphrasing Shakespeare.

I guess sometimes social assistance recipients, when they visit the offices and encounter the great, patient but impenetrable bureaucracy, if they had ever read Graham Greene, may want to reflect that somehow those offices were, "Like a marriage from which love has gone....And patience, patience everywhere like a fog."

We can perhaps continue talking about fog, but let's get on to some real specifics in terms of the estimates and the figures that are in the book and see where we come out.

Hon. Mr. Sweeney: I think, Mr. Chairman, that I am just about to throw in the towel and concede that the honourable member is much more familiar with fog than I am.

Mr. Allen: Touché.

Mr. Chairman: Yesterday, Mrs. Cunningham indicated that she had prepared some written questions.

Hon. Mr. Sweeney: I have a sneaking suspicion Mr. Jackson is saying to himself, "What in blazes is going on around this place?" This is just a friendly introduction.

Mr. Chairman: I am sure he is quite capable of adding to the fog.

Mr. Jackson: Quite frankly, if called upon for some literary point, all that the third party can muster is that the responses I have heard so far in estimates have been quite a bit of fog shovelling, which is akin to trying to nail Jell-O to a wall or getting a straight answer out of some ministers in the House. The minister is the exception to that most recently, and I appreciate his straightforward answers, but enough of the fog around here. Let's get on with the business of the day, if we may.

Mr. Chairman: Yes. I was going to recognize you, Mr. Jackson, to present the questions which Mrs. Cunningham referred to and which you gave to the minister in written form. Perhaps we can go through those.

Mr. Jackson: I would like to read them into the record now. At the outset, I would like to state that it has been our habit of the last year or year and a half in estimates not to produce long introductory statements, but to lay down in summary a series of specific questions to share up front with the minister in order that he and his staff are in a position to respond and to avoid questions in Orders and Notices. We believe it is a more effective use of our time here than to get into philosophical points, let alone literary points.

If I may, we have some specific concerns now after having read the estimates book which has been ably prepared by your staff, Minister. We have some specific questions with respect to the transportation and communications budgets, as well as supplies and equipment, which appear to be consistently overspent. I guess part of the process for estimates is the whole issue of the management of the ministry and the dollars which are in fact entrusted to your ministry, and not necessarily in program but how they are being spent by the bureaucrats or the civil servants under your management.

Hon. Mr. Sweeney: Can I make one observation?

Mr. Jackson: Sure.

Hon. Mr. Sweeney: It might touch on a number of things that people will raise, and that is that as you go through the estimates book you will find a number of places where such items as salaries—and this is what caught my attention—transportation, supplies and equipment, those three lines, are considerably less this year than they were last year and in other places where they are higher. In most instances, that represents a transfer from one part of the budget to another. As we deal with those, I think we will be able to specifically zero in on them.

I just wanted to draw that to your attention, because quite frankly the first time I went through it all, I kept making all these notes to myself, "How come they are way down here?" Then I would get further along and find they are way up. When I sat down with John MacDonald, he just pointed out to me where things had been moved. As he said, over the last three years he has been trying to get cost budget line items where they most appropriately belong, whereas

previously they were just sort of stuck in anywhere there was some room.

As we deal with those three lines, I think we can point out to you where they have just simply moved around. It really is not a significant increase or a significant decrease. Let's deal with them in general and then we will deal with them specifically.

1610

Mr. Jackson: Yours are not the only estimates that we have participated in, and we have been able to determine in certain ministries that there has been some substantive changing of entries in books. We have been led on some rather long wild-goose chases trying to track down staffing increases, rather expensive computer acquisitions and other items.

Your ministry is unique in its delivery of services directly to citizens. It has an outstanding history and it is unique from that perspective. When we see expansion in those areas, they are of concern to us because those are dollars that cannot get into the hands of the clients you serve. That is why we are concerned about it.

Also, with the most recent crisis which has emerged in this province with respect to the integrated homemaker service, the comments you made in the House are particularly appropriate at this point, given that one of your responses in the House, if I recall, was to suggest that there was perhaps poor administration on the part of some of the deliverers of the homemaker service in response to their concerns that transportation, administration and supplies costs had increased dramatically. We believe to the extent that you may have suffered some of that within your own ministry, you should be perhaps a little more sensitive to that experience. Their basic appeal to you, in fairness, is similar to your explanation which you will provide us now. That is the point we want to make.

Second, I think we made the point to the extent that you are in a process now of determining what your future budget will be based on an examination of a budget which has quite literally all been spent or is about to all be spent, since we are dealing with 1987-88 estimates and we are about to embark on the 1989 expenditures. You were calling upon the integrated homemaker program to follow certain accounting principles which the Treasurer himself does not suffer on you.

Having made those two comments, I would like to read these questions into the record. I know that having provided them to your staff, you will get to them at the appropriate point within the process. I will save blindsiding you

with them because in many instances they require staff to come forward with clarity and then say they will do up a little report. Then they will give us staffing numbers. It is better to get them done up front.

The first question is: Why are your administrative costs so high in most areas? With the exception of personnel services, this ministry consistently spent more than its estimated budget for the fiscal year 1987-88. This is of particular concern when one sees that in many program areas, the ministry spent less than the estimated budget in program areas.

Hon. Mr. Sweeney: Can I just be sure we are talking about the same thing? The estimates we are dealing with now are 1988-89.

Mr. Jackson: I am sorry. Pardon me. You are about to spend your 1989-90 budget.

Hon. Mr. Sweeney: Yes.

Mr. Jackson: Thank you for correcting that. For the information of people who are watching on television, the fiscal year ends March 31, 1989.

Hon. Mr. Sweeney: Yes.

Mr. Jackson: Why are transportation and communication costs so high in your ministry administration program? For example, information services was 70.5 per cent over the estimated budget for 1987-88. Transportation and communication costs for legal services were 293 per cent over the estimated budget. These are just two examples that we wanted to ask clarification on.

Why are supplies and equipment costs so high in the ministry? For example, financial services supplies and equipment costs were 437 per cent over budget. Audit services supplies and equipment costs were 384 per cent over budget. Why was it necessary to exceed the budget in this fashion? We would like to know exactly where this money was spent and why these areas were able to access more funds than had been budgeted for. Were you able to determine if that was a legitimate overexpenditure or whether or not other programs had to salvage those funds and trade them off?

One of the special functions of financial services is to provide analysis of programs and proposals as to financial implications. Can we have copies of any analyses done on the integrated homemaker program and any done on the Social Assistance Review Committee report?

Why has the ministry estimated transportation and communications costs of \$511,100 under personnel services for the fiscal year 1988-89, when only \$159,000 were actually spent in

1987-88? Is there a specific reason for this large estimates budget and what can we expect as a result?

Is the audit services branch involved in an operational review of the integrated homemaker program? If it is, we would like its findings and conclusions to date if you can share those with us.

In which key areas has audit services made recommendations for more effective use of resources allocated by the ministry? We would also like access to reports completed by this branch if they are available.

The estimated budgetary increase for the Social Assistance Review Board is 51.5 per cent. Requests for hearings, however, are estimated to increase by only 10 per cent. Why is that necessary?

Salaries for SARB are estimated to increase by 32.7 per cent. What are the staff complements to date? Are you adding to your staff? If staff levels are to be increased, is this for the purpose of handling the SARB backlog?

If you compare the above-mentioned overspending in administrative costs with the program expenditures for senior citizens operating, one is concerned to see that all but two seniors' programs were underspent last year. Were funds taken from these programs to cover the high ministry administrative costs that often exceeded budgetary estimates?

Program administration costs for adults' and children's services programs were 10 per cent over the estimated budget in 1987-88. The estimated increase for 1988-89 is 32 per cent. Why was the estimated budget overspent? How do you justify current increases? What are the staff numbers for the program administration in that area?

Salaries and wages for field administration of adults' and children's services are going up by over \$9 million, which is an increase of over 100 per cent. Is this money going for increased wages or for increased personnel? Again, we would request the staffing numbers for those areas. As is the custom, we are not looking for names, just the positions, the numbers and the salary ranges.

The integrated homemaker program was underspent by 19.3 per cent, yet the ministry has trouble coming up with—well, you did come up with the \$1.1 million to cover the deficit. Why did you indicate to us that the funds were not available and what does that suggest about the activities for the coming year?

Can you give us a more accurate number of how many people are serviced through your

integrated homemaker program and the nurses' services agreements?

Where will the estimated increase of \$25 million for the home support service for the elderly be spent? How much will be spent on transportation services and on an area that has concerned seniors most, respite services? We would like to know the particulars of these programs and what your ministry is projecting in those two areas.

You indicated in your opening statement that you would be spending \$288 million on day care, but the estimates briefing report states that \$275 million will be spent on day care. Perhaps you could help us to understand the exact nature of the expanded demand and the increase.

Finally—it is a question we have asked all ministers—when the Chairman of the Management Board of Cabinet (Mr. Elston) sent his letter of restraint to each member of cabinet, could you please advise the committee what areas you recommended or your staff recommended for restraint on his general letter of restraint? Each minister has to date been forthcoming by identifying the areas he had to cut. I think we would be interested to know the areas you chose to cut and the rationale behind those cuts. We would appreciate the details of that.

Thank you, Mr. Chairman, for giving me the opportunity to put those on the record. I know the minister appreciated receiving them in a type-written fashion in advance and we would pleased to do that if we have additional questions between these estimate periods.

1620

Hon. Mr. Sweeney: Can I just point out that the last question was answered yesterday. It is on the record there somewhere. I would be quite happy to share it with you.

Mr. Jackson: I caught parts of it. You went through it very quickly. I caught the Alzheimer's program at one point.

Hon. Mr. Sweeney: I can go through it again.

Mr. Jackson: I think I will wait until a couple of those items come up. I will get them from Hansard. The Alzheimer's one in particular is of concern to me, given that when we did the seniors' estimates, we uncovered that the Alzheimer's programs were also cut by substantive dollars by that office.

The pilot project at McMaster University, the gerontology program, is on the back burner. We are not sure if that is even going to be funded in 1989. The concern for seniors and Alzheimer's programs from the Ministry of Health, your

ministry and the Office for Senior Citizens' Affairs has several people quite concerned. It does not square with government pronouncements that have come out rather extensively. The dollars have not matched them. I thought that was what you were giving us yesterday. I could not write fast enough to get them all down.

Hon. Mr. Sweeney: We will go over them again.

Mr. Chairman: Is it your intention to—

Hon. Mr. Sweeney: No, I do not want to answer all of these questions now. I said at the beginning that in most cases the reasons for the changes that have been defined are a result of allocations being moved from one part to another. I think we can quite easily point those out to you.

The other point I would clearly make, however, is that the record will show—we will make specific reference to it—that generally speaking, the new money has not gone into central administration. The new money has gone out into the field. As a matter of fact, I think you will see there has actually been a decrease in the budget allocation to central administration where there has been a significant increase to field administration.

Mr. Jackson is correct when he says part of the reason for that is we have simply put more people out in the field. One of the difficulties we are facing is that as we increase our programs, when we are significantly increasing day care programs, elderly services programs and family violence programs, we have to have people out there to administer them.

You cannot say to communities that we are going to put in 20 or 30 more transition houses with no backup staff. You cannot say to communities that we are going to double the number of subsidized spaces, but we are not going to put any staff out that are going to work with the day care centres and with the municipalities in order to implement that. We cannot say we are going to try to assist people on income maintenance to start getting off it without putting people there who are going to work with them. You are correct; there has been a significant increase in field staff administration, but it is a reflection of the increase in program delivery.

One of the major difficulties I have in my ministry is being constantly reminded that while we are doubling and tripling our program delivery, we are only increasing our staff by one third or one half of that, or less; in some cases we have not even increased it at all. We are coming under some real pressure in the communities

where we have resources available to increase programs, but we do not have the staff out there to help deliver the programs to the agencies.

If I can come back to a general statement regarding one of the things I said yesterday about the \$19-million pullback, I think that in out of the seven cases I listed, six of them occurred because we could not get the programs implemented. In other words, the money was there but we were able to say to the Treasurer that because of a lack of staff to get the programs going, we were going to spend \$1 million, \$1.5 million or \$2 million less on that program by March 31 than what we had budgeted for on April 1 of last year. That was another way of saying that money was not gone; it is just going to have to be spent in the next budget year which is 1989-1990.

I want to very clearly say something about our ministry. One of the observations I made in my opening comments—Mr. Jackson was not able to be present for those—was that over the last four years we have increased the program content and the resource content of our ministry by something like 75 per cent. During the same period of time, we have actually decreased the total staff of this ministry by three per cent.

That is getting us into some real trouble. We have programs out there that are not being administered in the time lines we want them to be administered, and quite frankly, we have other programs out there that are not being monitored the way they should be.

I am under heavy criticism right now for our inspection and monitoring provisions for day care. I tell you, right now we have a problem there. We have expanded the number of day care spaces by 25,000, from something like about 90,000 to 115,000 in three years. We have expanded our subsidized spaces by 20,000, from roughly 21,000 to 41,000 in three years. We have expanded—well, we have not expanded, we have created a whole new program with direct grants.

Yet we have had correspondingly relatively few increases in staff to administer that expansion, so what we are now being criticized for is: "You are not inspecting or monitoring all of your programs. Therefore, how do you know for sure they are doing what they are supposed to be doing?" Quite frankly, we do not. We really do not because our staff increases have not kept pace with the program increases.

I do not need to tell you that the government is somewhat sensitive to the charge it is hiring too many people, but we are one of the ministries that has real problems with that. We are at the point

where I worry, quite frankly, about the productivity and the effectiveness of the programs we are trying to deliver, because we are trying to do it on the backs of the same people we had three or four years ago. They are just saying to us: "Minister, we can't do it. We can get out there and help people get new programs started, but if we're going to be spending our time doing that, we can't then be out there inspecting and monitoring how effectively the old programs are going. We just can't do both things at the same time." That is the difficulty.

Mr. Jackson: I did not want to suggest we get into a debate on this point. I think the minister has made the point that administratively, in terms of new personnel, he is running a lean ministry and the degree to which he is concerned about the supervision, but clearly that is not what has happened in most other ministries and it begs the obvious question to the minister of what he is stating to his cabinet colleagues with respect to the imbalance.

We mentioned shelter subsidies. It has been clearly documented that one of the major staffing increases for this government is with the rent review program, which is not being administered as well as it could be. I know the minister cannot comment about one of his colleagues and that ministry, but he certainly can see the staffing figures running past him to determine that we have a program which is not working and is causing tenants to pay, in some instances, rents higher than they would have if there were no rent control. How productive is that if those people could be more effectively utilized in your ministry?

That is a question you have to raise within the context of cabinet when we see these tremendous staffing increases. They are going somewhere. Why are they not going to your ministry as the demand grows exponentially and yet your staffing is not, when it is probably more valid in a ministry like yours than it is with a doomed program? It does not need me to tell them that. Every economist in the world has said rent controls will not survive past 12 years, but we have a government that is hoping it will.

When you get into a bit of a discussion about it, you need the support of all members of the House with the pitch you just made, but it begins at the cabinet table, where somebody obviously is not getting approval to do that.

Hon. Mr. Sweeney: You are correct in assuming I will not comment on that, except to say that I will pass on your comments.

Mr. Jackson: All ministers are painfully aware of my views on that as to what the staffing priorities are.

1630

Mr. Chairman: Mr. Allen, did you have a supplementary on this issue?

Mr. Allen: Yes. I thought the minister's comments were quite helpful. They began to respond to some of my early questions which had to do with ministry administration, both in the main office and in the field. I think it was very obvious that the figures around salaries, benefits, personnel matters and so on that related to the main office administration were, to use a word we have been using, very restrained.

When one looks, on the other hand, at the field administration, the numbers are significantly increased. That led me to be somewhat puzzled because on the one hand, I have begun to sense what the minister has just said; that is, that the capacities to deliver and monitor the programs are at risk in some measure. If I were to read things the minister has said and what others have told me, I think perhaps one of the major problems with the homemaker service was that there was not enough initial attention to an appropriate set of regulations, guidelines and clarity of administration, and perhaps not enough personnel devoted to oversight in that field. One can of course multiply that in some of the areas he has referred to such as child care.

Perhaps we can put the question in rather general terms at this point. As you see it, where is the principal crunch? Is this still in the field, administration, where you appear to have devoted considerable new resources, or is it in the main office? Can you give us some slightly more expanded sense of the proportions of the problem in each place? Certainly, the expansion in the regional offices does not seem to justify your comment, while the one in the main office does. That left me rather puzzled.

Hon. Mr. Sweeney: The answer, put very simply, is that the need is in both, but as Mr. Jackson pointed out the reality in the ministry is that when we are pressured in both areas, 99 times out of 100 we put the resources out in the field. We simply say in the main office, "We're going to have to kind of muddle through." Anybody who works there knows exactly what I mean.

Again, if I can go back to my example of day care, we are responsible for doing two new things in day care in the main office. One is to develop a new day care act and the second is to prepare for the implementation of income testing rather than

needs testing. We have not got very far with either one of them because the day care staff I have in the main office just do not have time to get at it. Every extra body I am able to find for day care is out in the field helping communities, agencies, parents' groups and schools start new day care centres. Therefore, when we have a choice, if we can only get one body—I will use that in theoretical terms—99 times out of 100 it goes out to the field.

Every once in a while, we simply have to get somebody inside. I am sure you are well aware of the terrible backlog we have in our adoption disclosure program. That is something we only started about a year ago and we are doing, I will say quite clearly, great things with it with a very small staff, but the result is so many people want to take advantage of an opportunity they could never take advantage of before that the lineup is so far back we cannot even see the end of the line any more. It has gone over the horizon, if I can say that.

Therefore, I am coming to the point where I am just going to have to say: "Look, we can't tolerate this any longer. I'm going to have to assign a couple of new people to that program. I just can't let that kind of waiting list go on."

We have a similar situation with our children's aid societies who are asked to supply information with respect to nonidentifying information in adoption disclosure. They are simply saying: "Minister, we agree we should be doing this, but you know the load we have. If you can't give us more dollars—translate that as more bodies—to do that particular task, the lineup is going to get longer and longer and longer."

I think it was Mrs. Cunningham who raised this and I will raise it again when she is here; she asked why we have not moved on the Bala report to change the child abuse registry. That is the answer. We sat down and looked at that report and the recommendations and what would be necessary to do it, the number of extra bodies every single children's aid society in this province would have to have to implement the thing and that we would have to have in our central office to completely redesign the registry. We did not have them, so that is temporarily on hold.

I told Nick Bala that I like what he is suggesting. I went to the justice committee of cabinet, I went to the social policy committee of cabinet. They both agree with me that is what we should do but they both asked me a question: "Do you have the resources to do it? Don't make any announcements of what you're going to do and

then find out, like we did with the adoption disclosure—" It is a great thing and I think most people agree it is what we ought to do, but we are finding ourselves getting really mired down in our ability to deliver what everyone believes is a good thing to do. I was cautioned very strongly by my cabinet colleagues, "If you can't deliver the darned thing, don't start it."

Mr. Jackson: Or do not announce it. That would be an improvement, if we would stop announcing the programs we cannot deliver.

Hon. Mr. Sweeney: The only thing I announced there, I would suggest to you—I stand to be corrected but I think I am right—is the fact that we had received the report. I think I have been very careful in not announcing that we are going to implement it. But that is the main reason. It is strictly a lack of human resources to deliver it.

You asked where we are putting them. If I can give you another example, I think Mr. Jackson might be aware of the fact that when his party formed the government it had come to the conclusion that the income maintenance officers out in our field offices should not have a case load of more than 250. I understand that the ministry at that time under that particular jurisdiction was beginning to move in that direction. I do not know how far you would have gone; that is theoretical. But we agree with that.

Those of you who were here in 1985, when I became the minister, will recall, that I said on a number of occasions I was very supportive of what had been started and was going to continue it. This was one of them. There are a couple things I was not supportive of and we did not continue them.

We have put an additional, I think, 135 people out in our field offices and our case load has not gone not down but from an average of about 260 or 270 up to about 310. In other words, we have put 135 more people out there and the case load keeps going up. I am going to have to find more people to do it again. We just cannot let that continue, because obviously they cannot spend the time with the people which they need to have spent with them. We are also getting some situations where there are mistakes in administration which are costing us dollars and we are not catching them.

If I can answer your question in general terms, we are putting whatever bodies we can get primarily out in the field. In a few cases, I am having to allocate some human resources in the central office, because some very critical programs are just going to start falling down around me if I do not.

But there is a limit to the number of new people we are allowed to bring on. There is no question about that. Part of it is money and part of it is just how many people can the government of Ontario employ? Over the last four to five years our ministry, in fact, has had a net decline.

There have been a lot of reasons for that and we can talk about it. We have, for example, divested; as with Surrey Place just around the corner here. I think there were about 160 people who used to be on our payroll. They are not on our payroll any more. That is now a private charitable corporation. Therefore, from my list I got rid of 160 people but I am telling you, I very quickly scrounged around to replace them someplace else; as I just discovered, 135 people out in the field for administration. But that is what I have been having to do.

I have been getting rid of bodies with my right hand and getting them back again with my left hand and putting them where I need them more, but there has not been a net increase within our ministry. There has actually been a net decrease.

Mr. Jackson: Are contract positions included?

Hon. Mr. Sweeney: Yes. That is not a big deal with us, though.

Mr. Jackson: I did not think it was.

Hon. Mr. Sweeney: The nature of our ministry is that in some of our offices we have three-month and six-month contracts, but you cannot do an awful lot. It has to be a special project. You cannot bring contract people in to do the day-by-day regular work all the time. They just do not have the skills; they do not have the training.

But I will tell you quite frankly: On some of these new programs we will hire people for three months and six months, if that is the only way we can get the darned things going. If I cannot get permission to hire people on a full-time basis, sure, I will use that. We do have those people.

1640

Mr. Allen: The minister referred to Surrey Place, and that brings out the question of transfer agencies, which we will want to get into later on. But what I really wonder when I have listened to him is what in fact is the response of the Treasurer, when he takes those particular arguments to the Treasurer and tells him that "in fact we have a leaner ministry than we had." At the same time, obviously both revenues and expenditures of the government as a whole have gone up.

He says: "I have a larger program, Mr. Treasurer, that I have to man somehow. We have committed ourselves to this program, that program, expanding day care, integrated homemakers, etc. etc., and I am being run up against the wall by virtue of the fact that those expansions that you agreed to, and that the cabinet agreed to, in point of fact are at risk because we do not have the resources to put enough people in the field to keep them on track and to keep them going at the scale of implementation that we said we would implement."

In the two instances that I have referred to, integrated homemakers is clearly a case where surely the Treasurer recognizes that the investment in the home service is so incredibly less expensive than the alternative that he has got to see that they are saving down that road. Of course, there is a hump to get over—everybody recognizes that—but surely he has got to recognize that going over that hump is going to pay off. Surely, when it comes to child care, what one is doing is providing people with the capacity to be productive in the economy and therefore to increase the gross provincial wealth, and therefore justifying further tax revenues from both corporations and individuals who are earning more as a result.

What does he say? I am obviously asking you to betray cabinet confidences, and I know you cannot do that. But what does the Treasurer say when you run those arguments by him? I would like to know.

Hon. Mr. Sweeney: The answer is fairly obvious and it is not that difficult to figure out.

Mr. Allen: Well, I heard you tell me in your original statement but I mean there is simply more to it than that, because he is an intelligent man and he knows that those savings are down the road. Why, logically, can he not manage that argument?

Hon. Mr. Sweeney: The Treasurer's responsibility is to allocate the resources of the government, with his cabinet colleagues' concurrence, to various ministries. He simply says to me: "Look, John, the budget of your ministry has gone up 33 per cent in two years. With the exception of the Ministry of Health no other ministry in this government has got that kind of increase. That is a lot of money." He takes a look at day care and he says: "The budget of your day-care program"—which we just talked about—"has gone from \$88 million to \$288 million"—or a figure close to that. We will have to check Mr. Jackson's comment of a few minutes ago—"in

three years. Your integrated homemakers program did not exist two years ago. We will now be spending roughly about \$40 million on it this year."

I think his legitimate response is: "Hey, wait. Don't say to me that I am not helping you. I am pouring millions and millions and millions of dollars into those programs that you tell me you need. You came along in the first month of our mandate as the government and said 'I've got a bunch of poor kids out there who don't have winter coats. Give me some money.' I gave you, I don't know how many millions of dollars"—what was it? Something like about \$60 million, \$70 million. It was a lot of money, anyway.

Mrs. Noble: It was not all for winter coats.

Hon. Mr. Sweeney: Not all for winter coats, Michele tells me.

The Treasurer can quite fairly, I think, and in justice say: "I gave you that money. Your responsibility—

Mr. Allen: I will give you an example, Minister.

Hon. Mr. Sweeney: No, no. Just a minute. What I am trying to get at is, my responsibility as the minister is then to decide how to allocate it. Quite frankly, the difficulty I have—and I would suggest that of either one of you were sitting in my chair—if you have got so many dollars and you have so many people out there who have needs, you have got families who need day care spaces for kids and to pay the salaries of day care workers, that is where I put the money. I do not use it to hire staff to run the program; I should.

I do the same thing with the integrated homemakers. I put that \$40 million into supplying the necessary funds to supply support to—how many people do we have in integrated?—quite a few. We will get the number in a few minutes. It is a lot of people anyway—instead of hiring people to run the program.

It is this dilemma that we are in all the time: You have got the money, where do you put it? I think really I am coming back to the overall series of questions that Mr. Jackson brought up. I can clearly tell you we are not putting it into hiring more people to run the programs, we are putting it into the programs themselves, but as a result of doing that, the programs have to be managed very, very stringently.

Mr. Allen: I understand the perspective the minister speaking from. I appreciate that. What I am trying to ask myself is something about the perspective of the Treasurer.

Hon. Mr. Sweeney: I think we are in the wrong estimates for that.

Mr. Allen: Maybe. I am not sure we would make any more headway with him being present, but take the single example of what your local homemaker services in the Kitchener-Waterloo area did just a few weeks ago. They surveyed the situation in either the local hospital or hospitals. There were 130 patients who were designated to go home at the beginning of this particular week. They had been cleared by their doctors. They were supposed to be heading out into the community if there were homemaker and home care services available for them.

When they went back at the end of the week, 65 had made it. They estimated what was the cost of having the 65 out in the community and what was the cost of the 65 who had to stay that one week in hospital because there were no homemaker-home care combinations available for them in the community. The cost for the 65 who stayed in hospital—and we will say that is in Health's budget—was \$131,000. The cost for the 65 who went home was just under \$7,000 for that one week.

What I am trying to do is get at the Treasurer's perspective as to why there is not an obvious saving in some of those transactions that he should be harnessing, not just for the benefit of your budget but to the benefit of the Health budget at the same time.

Is there anyone in government who is doing those cross-ministry cost-benefit analyses and can we get access to them to get a good reading on what in point of fact is happening on these comparative program things? Our sense is that there has got to be some significant savings there. If we are wrong, let's see the demonstration. The problem is that we have not seen the demonstration, and that is what keeps us asking questions until we do.

Hon. Mr. Sweeney: Let me respond in two ways. By the way, the answer to the number of people who are in the integrated homemaker program is 14,000 a month. That is our case load per month. That is in that program alone.

As you know, there is a homemaker program associated with the Ministry of Health's home care. That represents about two thirds of all the homemakers in the province. Then within our ministry we have another program that Mr. Jackson alluded to, and that is the homemaker and nurses services program.

Whereas the first two are mostly for the elderly and the disabled, that third one is primarily for, say, a mom coming home from the hospital and

she has two kids at home and somebody has to give her a hand. It serves a different clientele altogether.

The integrated homemaker program alone, just by itself, which is the brand-new program, is serving 14,000 per month in the 18 sites where it exists.

Let me come back to your obvious question. First of all, if I can come back with the second one, yes, there is a very clear analysis review and undertaking between the Ministry of Health and my ministry as to the programs where we jointly touch many of the same people. For example, as you know, we both run addiction programs, alcohol and drugs. We both run programs in the community for former psychiatric patients who still have some problems. We both run programs for the elderly. Health runs nursing homes, we run homes for the aged, the same people receiving the same service and what the difference is I still have not figured out. Nevertheless—

Mr. Jackson: Can I quote you on that? Mavis is going to have a bird when she hears that.

1650

Hon. Mr. Sweeney: But it is true. If you walk into a nursing home and see a 75-year-old woman, the service she is receiving and what her needs are and then walk into one of the homes for the aged that my ministry runs and see a 75-year-old woman and the service she is receiving, they are exactly the same.

Mr. Jackson: So why are you funding them differently?

Hon. Mr. Sweeney: We are not finished yet. The fact remains, if I can just use an aside here, that the comparison—and I have to be very careful of what I say, because as you know, there is a suit in process.

Mr. Jackson: Yes. That is why I could not believe you were into this.

Hon. Mr. Sweeney: All I am saying is that it depends on who you are comparing it with. That will all come out in that program. There are some things that are going to come out which have not come out yet.

Mr. Chairman: We restricted discussion of that topic in the previous estimates.

Hon. Mr. Sweeney: Let me just leave it at that. The only point I am trying to make is that we have some of the same people with similar needs in both programs. I could go down through a list of things between the Ministry of Health and ourselves. We both deal with childrens' mental health, for example.

Mr. Jackson: All right.

Hon. Mr. Sweeney: I am trying to get at Mr. Allen's question; you know, "Are the two ministries really trying to find some reasonable, rational and logical ways of providing service, compared to what was just said?" The answer is yes, we are.

Coming back to the other question of how to justify having someone in a hospital bed for \$130 a day, or whatever the figure is, and I do not know what it is, or at home for \$50 a day, the thing to keep in mind is that you are going to be spending that hospital bed money anyway. If that person is not in it, somebody else is going to be in it. That is one of the things that we do. That is not a savings.

Mr. Allen: It depends on whether you close it or not.

Hon. Mr. Sweeney: That is it. They are not closed.

Mr. Jackson: But if your population is expanding, that argument does not carry weight.

Hon. Mr. Sweeney: Let's take a hospital ward with five beds in it, and you have five people. You have one person there who could go home and get home care instead of hospital care. The translation is, instead of spending \$200 a day on that bed, you move that person out to the community and you spend only \$50 a day. Do you therefore save \$200 a day? No, you do not. You put another person in that \$200-a-day bed, who was not there before, who is still costing you \$200 a day, but in addition, you are paying \$50 out in the community that you were not paying before. So it is not a replacement; it is an add-on.

Now, we are still doing it. As I say, two years ago, the integrated homemaker program was not in place at all. We now have 14,000 spaces per month available that were not there at all, but that is not a replacement cost. That is an add-on cost. That is a whole new \$40 million that in no way has been saved by Health. All you have to do is look at Health's budget, which has gone up about \$1 billion a year in the last couple of years, to see that there are no savings there. They are add-ons.

Mr. Jackson: Mr. Chairman, I have been trying to get a comment in here. I am sorry, Minister.

Mr. Chairman: Mr. Allen was asking questions and the minister was answering the questions. You indicated you had a supplementary. I was waiting for the minister to finish to go to you.

Mr. Jackson: Thank you.

Mr. Chairman: Are you basically through asking, Mr. Allen?

Mr. Allen: Yes.

Mr. Chairman: I will take Mr. Jackson.

Hon. Mr. Sweeney: Probably not satisfactorily, but I am through answering him.

Mr. Allen: Actually what we both recognize is that there would be double cost for a time.

Mr. Chairman: I would like the committee, at some point, to recognize that both opposition critics and the committee generally concurred that we should start going through the estimates in order. As chairman, I just remind you of that, recognizing that we are still in early questions.

I am coming to your supplementary in a minute, Mr. Jackson.

My hope is that we can conclude the administration sections, votes 601 and 602, items 2 and 3, early on so that we can get into more of the program areas next week. I have put a tentative outline there, which we can get back to when it is closer to six o'clock and review that.

Mr. Jackson: I guess Mr. Allen's question is most appropriate. It is one I was trying to get at; that is, the mindset of the Treasurer. Both Mr. Allen and myself have spent most of our political careers here on social services and social policy, so we tend to view it in terms of the whole, not separately. I guess I have a concern with that point. We are not seeing that coming from the government.

The purpose of estimates can be a process that can be helpful to the minister as well, where we suggest to you that you have certain support for a voice that you might have at the cabinet table. I do not believe you have given us the full picture of your conversations with the Treasurer, and you cannot. But my sources, and I have fairly good ones around this building and in the ministries from my 22 years as a member of a political party that was in power, tell me that the Treasurer has approached both you and the Minister of Health (Mrs. Caplan), as he would responsibly do, about some sort of clear definition in terms of the very duplication of services which you just began to enumerate for us.

I know, as do most people who have watched the career of the Treasurer with interest, that when he was in opposition he made very strong speeches in the House about the duplication and the long list which you enumerated. It is my understanding that the Treasurer has basically left it to the two of you, as senior ministers in the government, to help with the solution as to why there is this duplication. Who is going to win the

battle between Health and the Community and Social Services with respect to some of these programs?

I understand that the Treasurer has basically thrown up his hands and said, "All the time I was in opposition I figured this was one of the first things we would do." Now that you have arrived, he seems powerless to take a decision within cabinet. I know you cannot comment on that but, in my view, that is getting closer to an area of concern. I am entitled, as Mr. Allen is, to have my personal opinions as to where I believe a certain primacy should occur in terms of program delivery.

I am further concerned that we now have a Minister without Portfolio responsible for senior citizens' affairs (Mrs. Wilson) who is out saying: "I don't want to be a secretariat any more. I want to be a full-fledged ministry." Now we are going to have three ministries delivering programs. These are serious matters.

The list is far longer than the short one that you enunciated in terms of the duplication. We have seen the evolution of these services and why two different ministries seem to fight over their turf. There is a more inexpensive model if someone in the government will make a decision. I am not suggesting that you capitulate, because you will find great support from me for many of your programs and their being maintained in your ministry. I believe you can deliver them much less expensively and with the same quality that is expected, that is worthy of this province. You can do it within your ministry.

But somehow we in the opposition have to be given some signals to know that you need some help at that table and in that debate, because it is being studied to death and it is coming up against a brick wall. I am damned if I am going to sit back and watch program after program have fewer dollars to go hands-on to the actual people who need them because we are studying and pilot projecting it to death because we are too timid to make a decision as to what the rightful delivery arm is.

We have made this point to the government. You used a health care and Ministry of Community and Social Services example; I will share the one that I did considerable research on, which was on the lithotripters. We know that we can save the government millions of dollars with that program, because we can take people who would need a four- or five-day hospital stay, and with the new procedure with a lithotripter, they will be outpatients, the very thing the minister talked about, but she will not allow us to buy the

equipment. There are ways of relieving the total number of beds required. Somebody has to enunciate clearly that the program should proceed because, as Mr. Allen says, it makes economic sense. Somewhere the Treasurer is not buying those arguments.

What can we do to help accelerate the issue and bring to a head the debate on clearing up this jurisdictional problem between the two ministries? You are in the courts now with the distinction between nursing homes and homes for the aged, and we have duplication on virtually every front. We just cannot afford it as a society, and the government can ill afford it in terms of the budget. What do we do? How do we support you in terms of making a decision in those areas?

That, I think, is the missing link that you, rightly or wrongly, are unwilling to share with us. But I know from the sources I have that is almost a verbatim statement from the Treasurer of this province and the concern he has expressed. He has thrown up his hands. I do not know whose role it is to make the final decision, but we would like to be helpful in getting on with the business of resolving that issue and not creating a third, fourth or fifth ministry to deliver these programs. That is the end of my speech.

1700

Mr. Chairman: I think there was a supplementary there.

Hon. Mr. Sweeney: I think there was. Just let me assure you that, at least from my perspective, the Treasurer has not thrown up his hands. He is very insistent, and there are no tales out of school when I say this, that the kind of duplication you talk about be resolved. It is not just the Treasurer; it is the government as a whole.

It is not just in the hands of the two ministers. Clearly, what the two ministers have been required to do is to come back on a number of occasions, I want to share with you, and make our proposals as to how we think it can best be done. Those are being discussed, analysed and negotiated. It is an ongoing process and it deals with the very issue you want. I think we have to be careful when we use the word "duplication." It is not that both ministries are serving the same client. It is that both ministries are seen to be offering similar services, but to different clients.

The big question is, who can do it most effectively? Who can deliver the program most effectively and who can do it—I was going to say "at least cost," but that is not really the concern. The concern is how we can do it so the resources we have available can provide the most program.

The one thing I want to tell you is that the Treasurer did not come to us and say, "I want you to save me money." That is not the point. He said: "Look, the Ministry of Health is spending \$12 billion-plus. You are spending \$4 billion-plus. That is a lot of money. We want to be sure that in the expenditure of those funds" —and this is something I know you are both concerned about—"we are getting the most we possibly can, and that money is not being inappropriately allocated."

Therefore, that is a fair question. If it turns out that some of the programs that my ministry is currently delivering could be done more efficiently or more effectively by the Ministry of Health, then that ministry ought to do it. On the other hand, look at some of the psychiatric services that we are offering. It might very well turn out that the Ministry of Health can do it more effectively than we can. Should we be doing that at all? That is the question. On the other hand, there are some of the addiction programs that we are running. Should the Ministry of Health be doing them instead of us? Should one ministry be doing the whole thing?

Some of the programs that the Ministry of Health is offering, for example, its home care program—should that ministry be in the home care business and should we be in the home care business, or should one ministry take responsibility for the whole blooming thing? I think that is a fair question. That is what we are looking at. It is to avoid two ministries doing the same thing, such that maybe neither one of them is using the resources as well as it can.

That is an ongoing process. Let me repeat myself. The Treasurer has not thrown up his hands. If you believe that, you do not know the Treasurer as well as I do. He does not give up that easily when it is the most effective use of what he believes to be scarce resources, when he is responsible for turning around and raising more taxes and getting blazes for doing it, to pay for those resources. So that is an ongoing process, very much so.

Mr. Chairman: Mr. Owen has a supplementary to an item raised earlier.

Mr. Owen: Earlier you made reference in replying, I think it was to Mr. Allen's question, to the program that you have under way where you are trying to link the adopted children to the natural parents.

Hon. Mr. Sweeney: Adoption disclosure, yes.

Mr. Owen: That is right. You referred to the problem that had been encountered with the

volume of applications and the problems you had of staffing, in regard to the people who are trying to undertake this.

Not too many years ago, people said the program would not work at all. They were saying that there would be serious difficulties; that you would be trying to go into the lives of the mother who possibly had a child out of wedlock and was now married; that you would possibly be unearthing difficulties for her and her new family; that you might be causing traumatic experiences for the adopted child learning things about his natural parents, and that you would be causing problems with the adopting parents who might be threatened by this whole experience.

There was a resistance across the whole of Ontario to doing this in the first place. Then there was some caution expressed as to the cost and whether it could ever work out. I would imagine you would have to have very skilled people to cope with these problems, as you try to help bring the parties together.

I wonder if you could brief us. I would like to know what has happened with the costs and the volume you referred to, but also whether you could allay any of the fears that were expressed at the time by people in the field who said it is possibly going to hurt more than it would help.

Hon. Mr. Sweeney: I cannot remember all the figures, but let me give you an overview and then we might come back to it in more detail later on. I believe that in the first year of operation we have handled about 360 cases. You are correct when you say that this takes very skilled and very sensitive people. It is not the kind of job that you can bring somebody on with little or no experience or training and just put them in and say, "Okay, now you do this job." You have to spend a lot of time and be sure you have people with the right background, that they have investigative skills, that they have sensitive human relations skills and communications skills. That is correct.

Our success rate in the first year is something like 92 to 93 per cent, in terms of finding people and making the matches where there is approval. My recollection—I am not sure whether I am right—is that where a search is made and somebody is found, approximately two families out of three have agreed to see each other. About one out of three has said, "No, I don't want to."

As you know, the program is based upon mutual consent. We get an adult adoptee coming to us and saying, "Will you find my birth mother, father, grandmother, brother or sister?" There is a whole range of family possibilities. The actual

finding, the investigative work is about 93 per cent successful and the actual matching of two people is about 66 per cent successful, but that is entirely based upon consent. Mrs. Noble, is it roughly two out of three? You have that figure here.

Anyway, I think that is the figure that someone told us. What it means is, first, that it can be done; second, that it is not impossible, that there is a high degree of support for it; third, that the main problem we are facing is that as that becomes known, the number of people coming forward is growing by leaps and bounds.

What we anticipate and what I think is fairly obvious is that it is the first few years that are going to be more difficult because there is such a tremendous backlog. The service was just never available to anyone before in any way, except out in the private community where people did it on their own. We are just having an awful lot of people come.

Mr. Owen: In fact, the government discouraged it at one time, before your time maybe, but it did.

Hon. Mr. Sweeney: Yes.

Mr. Chairman: I think Mr. Owen was trying to determine, Minister, whether the implementation of this program has led to any negative fallout. Once the people have met, has there been any study to determine whether problems have arisen?

Mr. Jackson: He does not have enough personnel to handle the lineup. How is he going to have a successful follow up program?

Hon. Mr. Sweeney: Let me give you the breakdown for the first 14 months.

Mr. Chairman: Were any of the fears borne out?

Hon. Mr. Sweeney: No, I do not think they were.

Mr. Allen: On a point of order, Mr. Chairman: I would just like to clarify where we are at. Mr. Jackson and I were addressing a general question that arose out of financial summaries of the ministry administration program and the field service administration program, and some comparabilities that were there, in very general terms.

Although it looked as though we were getting into some specific material around homemakers and day care and what have you, it was all to illustrate the general point and problem that we were trying to wrestle with: A ministry that is expanding its services on the one hand, contracting its overall staff on the other and a Treasurer

who seemed, in the course of this very last year, to be withdrawing funds from the ministry, rather than recognizing that there might be some duplication of services necessary for a period of time, and so on.

We were trying to address those general questions, and I hope Mr. Owen did not think we were into some detailed program considerations, which are going to come up in the course of the estimates. I hope we can keep on track, because I hoped that we would—perhaps I can make a final point with respect to the issue that we were on and then we could get into the book itself and deal with these kinds of items as they come up.

Mr. Chairman: I think you make a good point of order, but since the minister was right on the verge of answering, can we hear the answer and then we will get back on track?

Mr. Allen: He is almost there now so let him complete it.

1710

Mr. Owen: Partly on the same direction, though, I was asking cost. I gather this program was not there before and somehow the Treasurer saw fit that you could use some of your moneys or provided moneys to get on with this project.

Mr. Jackson: That is because they announced it already. That is the point we raised earlier. The fund that you have announced—

Mr. Chairman: Could we just hear the response the minister was about to give, and then we will get back on track, as Mr. Allen has said.

Hon. Mr. Sweeney: I think, essentially, I have probably answered the question. We can go into more detail later on. One, there is a high degree of support; two, there is a high degree of investigative success; three, there is a high degree of consent. All three of those were issues that were predicted not to be going to happen. Those predictions simply have not occurred in reality.

Mr. Chairman: I want to thank Mr. Allen for drawing us back to the agenda, because that is what I have been trying to do as chairman as well, to get us into the actual book.

Mr. Allen: Could I get a further detail from the minister? He seemed to go a little way down the road with respect to one of the questions I put and did not go the rest of the way. That was my question as to whether the government at this time has developed interactive projections of homemaker/home care developments in population which can be served over a period of five years, let's say, compared with nursing homes and homes for the aged population projections

and how the one might depopulate the other, reduce need and therefore further capital investment, further staff, etc; and the projection of hospital demography, if I can put it that way, of hospital populations, particularly in the overlap areas of chronic care and post-treatment reference into the community.

Has there been any projection of those three lines, their interaction and the cost implications over, say, a period of five years, so we could begin to get a handle on savings down the road? I know you answered exactly the same question from Mr. Thomson with regard to your add-on, for example—we will come to this in income maintenance—of income supplements for the working poor in order to help people track their way out of social assistance and dependent poverty through to reasonably well-paying jobs and into self-support and independence.

Is there that kind of tracking study available to any of you as cabinet ministers or available to us as critics, so we can get some sense of what analysis government has of this question and a sense of what we can expect over a five-year or maybe even 10-year period?

Hon. Mr. Sweeney: Let me make two observations. The first one is that our initial analysis is that you probably cannot save very much money over a short period of time changing what is there now, for the very reason you mention. There is that automatic hump, because you have to be doing both things at the same time. I tried to suggest to you that taking a person out of a hospital bed and putting him in a community bed does not save the price of the hospital bed. You just put somebody else in it.

Mr. Allen: Not this week, no.

Hon. Mr. Sweeney: Okay. So what we are saying is that instead of spending a lot of time and energy trying to change what is there right now, knowing that particular relationship, it probably makes more sense for us to look, and I think maybe this is what you are suggesting, five, 10 or 15 years down the road. What is our best estimate, knowing the demographics about the elderly population? What is our best estimate, knowing that more and more disabled people are going to stay in the community instead of going into institutions or are currently in institutions and are going to come out?

We can make some reasonably accurate demographic projections as to what the need is going to be. Where we run into real problems are such programs as how many single parents there are going to be or how many children are going to

have a serious mental breakdown. Those are much more difficult.

But what the Ministry of Health and I are both saying is that over the next five years, instead of spending—just let me use this in inexact ways, because I do not want to be quoted as, "The minister said you're going to do this." I am not saying we are going to do it, just look at it. If the Minister of Health (Mrs. Caplan) is faced with opening more nursing home beds and opening more chronic care beds at a certain cost per bed—new ones, that is; not what is there now—can we instead ask what would the alternative cost be of opening more community care beds, or providing more community homemaker service or more community home support service, or putting a range of community supports for the elderly and disabled?

Those are the kinds of things we are looking at. What we are saying to the Treasurer and our cabinet colleagues is that to us, as we plan the next five years, the next 10 years and the next 15 years, into the next century, it seems to make more sense that we be looking in this direction rather than in that direction; not that we are going to replace what we have today, but we can make, I think, more intelligent choices as to what we are going to do tomorrow. That kind of analysis and review is ongoing at the present time, yes.

Mr. Allen: Do you have an internal document you can share with us?

Hon. Mr. Sweeney: I do not have it in a form I would feel very comfortable making public, quite frankly, because we are battling it back and forth all the time. Part of the difficulty is that the Ministry of Health and our ministry come from two very different cultural backgrounds. Let's face it: They are primarily institutional; we are primarily community. They are primarily a centrally driven ministry; we are primarily a decentralized-driven ministry and the bulk of our services are handled by 1,800 agencies out there. It has a very tightly, centrally controlled budget; our area offices make 90 per cent of the decisions as to whether a program goes or not.

When you get those two very different cultures together, it is not hard to understand that it is difficult to make everything fit. But I can share with you that we are a lot closer together than what we were three years ago. The communication between our staffs at all levels—the deputy ministers' level, the directors' level, the ministers' level—is much more open, much freer, much more supportive and much more co-ordinated than it ever was before.

What we are trying to do at present, and it is more difficult, is to get better liaison and better communications at the local level, but we have two such different kinds of structures that this is difficult because we cannot find people who match up in terms of their areas of responsibility.

As you know, the Ministry of Health's main local structure is the district health councils, but they are entirely advisory and they have no power to make a decision, whereas my ministry offices make 95 per cent of all the decisions. We allocate them a budget based upon a whole set of criteria. Once they have it, they make the decision. I say 95 per cent because occasionally we have to talk back and forth about certain decisions.

That is the difficult part. You are asking me if I have it in a form I can show you and feel very comfortable with. The answer is no, but it is seriously in process right now, primarily because both of our ministries over the next 18 to 24 months are faced with some very significant funding decisions. We want to be darned sure that if there are going to be some structural changes, those decisions would be made in different ways.

Mr. Allen: I guess my final question is if there will be a document you can share with us. Is your study and analysis moving in the direction of something that will enter the public domain, which we as legislators and critics will be able to take advantage of? Do you have a sense of—

Hon. Mr. Sweeney: Not only that, but it will have to enter the public domain at the local level, because people who work in hospitals, for municipalities, for the Red Cross, for the children's aid society and for these other 1,800 agencies I keep referring to are going to have to be part of that process. Therefore, it very much will be in the public domain. It will be every bit as much in yours as it is in theirs.

No, I cannot give you a time line. All I can tell you is it is sufficiently intense at the moment simply because we know the fairly costly decisions that are facing us, that have to face us, over which we have no choice. In other words, the elderly population is growing at three per cent a year. We know that. We cannot change it. We know people are living longer. We know the elderly population of 85 and over is growing at double the rate of the total elderly population. You are probably as familiar with these figures as I am. We have to deal with those situations.

1720

We really have two choices. We can simply say, "Okay, we have a range of services out there now; it will be business as usual," but we all

know that is not the most appropriate way to do it. As you get more and more elderly and more and more disabled because they are being saved by medical science, and they are not going into the institutions but are in the community, you quickly realize, "Hey, it can't be business as usual. We've got to do this in different ways."

Quite frankly, whether we want to or not, we are being driven by the demographic realities of a changing community and a changing society in the province. I am not making excuses, but the difficulty we have is that as a reasonably young government, we are coping with a whole series of these changes, all at the same time.

Mr. Allen: Perhaps I could indicate that late in the book the whole issue of developmental services is on the agenda. I would like to give the following questions to the minister and the ministry.

Mr. Chairman: Do you want to read them into the record now?

Mr. Allen: I would like to read them into the record, because I would like to have a fairly substantial discussion of that program item late in our estimates and I would like to have the answers available. Some of the general questions that are asked might appear to have been available in some of the briefing material the ministry very kindly provided to myself and my aides when we were briefed by the ministry, but we would like the breakdowns rather more in terms of area offices. Forgive what might appear on the surface of it to be a bit of a repetition of that document. These developmental services, of course, concern both adults and children.

1. Would the ministry provide a breakdown for each area office of how many children and how many adults were brought out of nursing homes and institutions under the multi-year program?

2. How many of these people were placed in a residential setting in their communities, again by area office?

3. How many community residential spaces were added in each area?

4. How many schedule 1 and how many schedule 2 facilities house how many adults and how many children?

5. May we have the number of spaces or clients served and the amounts spent in each of the programs and services under sheltered workshops, protective and other supportive services?

6. How many new programs were established during the 1988-89 fiscal year in each of the

program services referred to in question 5 in each of the areas of the province?

7. How many new clients were served in each of the program services referred to in question 5 in each of the areas of the province?

8. How many adults left sheltered workshops for jobs in the community?

Hon. Mr. Sweeney: Just as an aside, I can tell you that as of December 1988, Huronia Regional Centre had no children in its population. I think it is the first time in its history.

Mr. Jackson: I have some further questions on developmental services and some questions but I think I can raise them now. They are of a general nature to deal with funding differentials and union or nonunionized support groups and a few other questions like that, and a more general question I hope we will get into, but I will serve notice with respect to the government's stated commitment to deinstitutionalization, and yet there are stated capital commitments for expanded facilities and programs. We would like the minister to give us a stronger insight as to which direction the government is really moving in a deinstitutionalized mode.

I believe Mr. Allen has laid out some excellent questions and I join him in an interest in the answers, but we recognize also some government statements about some major institutional capital commitments. We would like to understand if there is a contradiction there or not.

Mr. Chairman: If we are to begin systematically to address the various vote items, vote 801 has items 1 through 9. I notice item 9 is entitled Social Assistance Review Board. There was a request made that we bring someone in to appear before the committee at that time. Perhaps I could seek guidance. Should we ask that person to be here on Thursday or Monday?

Hon. Mr. Sweeney: May I make an observation?

Mr. Chairman: Yes.

Hon. Mr. Sweeney: We have checked with Joanne Campbell and she can be here on either Tuesdays or Thursdays, but not Mondays, because they have all-day board meetings on Monday.

Mr. Chairman: So she could be here this Thursday, then?

Mr. Allen: Thursday would be fine.

Mr. Chairman: Then on Thursday we could deal with the answers to Mrs. Cunningham, some additional material on the ministry administration program and question Miss Campbell. That would occupy a good deal of Thursday's

time, I would think. Is that agreeable to everyone? Okay.

Are there questions from members of the committee, then, related to the ministry administration program? I suggest we deal generally. Feel free to ask questions on any of those items 1 through 9. Is that acceptable, rather than going through them one at a time? Vote 801 deals generally with the ministry administration program and there are nine items there.

Vote 801, ministry administration program:

Mr. Allen: First of all, an observation, which I presume is correct. When you look at the financial summary on page 3, the items that have the major increases over the time span that is reviewed here are those pertaining to legal services and the Social Assistance Review Board. I presume those two are connected, that the minister's beefing up of the Social Assistance Review Board incorporates some significant legal expenses that are in the legal services line. Perhaps he could clarify that.

Hon. Mr. Sweeney: No. One of the reasons for the increase in costs for the Social Assistance Review Board is that we have given them their own legal counsel. They now have four or five lawyers on their permanent staff.

The legal services would be those that are being used by the ministry itself. I do not think I have to remind anybody that we have been taken to court and challenged on civil rights and the charter and everything under the sun. There is just a lot more demand within the ministry to provide legal services than there used to be. The public of Ontario is challenging the government increasingly on all fronts. I am not complaining about that; I am just saying the inevitable result of those challenges is that we have to have increased legal services to meet them. But there is no direct connection between those two.

Mr. Allen: Okay. The other item where there has been major expenses over those years is systems development services. I presume we are coming to that in the computer systems development page at the appropriate time.

Hon. Mr. Sweeney: I would draw your attention though, Mr. Allen, to the fact that the 1987-88 actual expenditure was \$13.5 million, whereas the 1988-89 estimate is \$12.8 million. It is a reduction; it is not an increase.

Mr. Allen: I noticed that and I was not quite sure how one would account for that when you have so many offices still to service, in particular with the income maintenance system you are developing.

Hon. Mr. Sweeney: Part of the reason is that the comprehensive income maintenance system is totally in place now in our offices. Therefore, while we continue to develop systems, some of the needs are not going to be as great as they were in the past. I notice Mrs. Cunningham said she would like to spend a little bit of time talking about CIMS and the increased cost there. But once it is in, obviously we are not going to continue to face the cost for that system anyway.

Mr. Allen: Are you telling me then that \$12,803,000 is essentially maintenance cost that will then go on at a fairly steady plateau?

Hon. Mr. Sweeney: No, I cannot tell you that. All I am saying is that the kind of increase you have noticed over the past several years, from \$8 million to \$9 million to \$12 million to \$13 million, is not going to continue at that rate. You do reach a point where you have a system relatively in place and what you are going to have to do is look for new places.

For example, one of the suggestions that is being looked at now is that one of the ways in which we can help our income maintenance workers out in the field is to give them—this is just being explored—a small laptop computer, so they do not have to carry around reams of paper and be spending a quarter of their lives dealing with paper. If we cannot get as many extra people as we need, can we help the people we have to be more efficient? If that kind of a decision is made, obviously there is a cost factor to it.

1730

Mr. Allen: We can come back to that question, then.

On page 8—I do not know whether anyone has anything on the intervening pages; perhaps you can yield—I just wondered about the way in which the figures for supplies and equipment bounces around in financial services. There is a big bulge in the immediate past year, 1987-88, at \$677,000, whereas the previous year was a mere fraction of that and next year will be a mere fraction of that. What system or equipment or supplies specifically account for that big bulge?

Hon. Mr. Sweeney: I am advised by staff that comes back to the question you raised earlier. The ministry's strategic plan was to put a much improved computer system into that particular branch, financial services, and as you can see from the figures, it was a large one-shot cost. Once done, we obviously do not have to do it again. You are correct when you compare the figures from the previous years, but they are all down around \$126,000, \$177,000, \$263,000.

Then we are back down to \$159,000. That does reflect a one-shot cost for improved system services in that ministry.

Mr. Jackson: Why was your estimate so far off? That is the other piece that is interesting in that.

Hon. Mr. Sweeney: It is not so much a case of being far off. It is a case of making an in-year decision to go ahead on an area we had not planned to earlier, particularly doing it from some other place.

Mr. Jackson: Then let me ask it another way.

Hon. Mr. Sweeney: Let's keep two things in mind. We are dealing now with the 1988-89 estimates. Is that clearly understood? You are going back into the previous year's estimates. Let me be very frank with you. We are less prepared to answer questions about last year's estimates than we are about this year's estimates, but we will try to do so. I just want to be sure you understand that is not what we are doing.

Mr. Allen: Those are the estimates we never got to.

Hon. Mr. Sweeney: That is true, yes. Of course, one of the things we said in our opening comments was that the last time we had estimates was the year 1986-87. I think almost every ministry of government skipped 1987-88 because that was the election year. Now we are in 1988-89, but we are in 1988-89 estimates.

I cannot guarantee I am going to have the necessary information if you request to go back to 1987-88. Where we have it, we will certainly share it with you, but that is not the information we had planned to share with you and prepared to share with you. That was not the purpose of this year's estimates. But we will certainly help you wherever we can.

Mr. Jackson: You have 10 months' expenditures pretty well completed out of those estimates. What is your projection looking like at the moment?

Hon. Mr. Sweeney: For 1988-89?

Mr. Jackson: Yes.

Hon. Mr. Sweeney: We are probably very close to that. We have no reason to believe we are going to be very far out on that one. Do you mean the \$159,000 figure?

Mr. Jackson: Given that you had to seek counsel from your staff on the previous year, I would not want you to speculate on the current year, so perhaps we could look to staff to give us that assurance on your behalf.

Hon. Mr. Sweeney: Is there any reason to believe that \$159,000 figure is going to be substantially different?

Mr. Jackson: Significantly different, substantially different?

Mr. MacDonald: The issue you raise is a very complicated one and it cuts across all the areas. When I sat down to brief the minister on the estimates, one of the first things he drew to my attention was this particular area. What the ministry is involved in right now is a five-year strategic plan for information technology across the entire ministry. That plan has taken a long time to develop. We are very studious in putting forward our plans.

We came forward in 1986 with a public document which was on the information technology strategic plan, and I could provide you with a copy of that document if you would like to see it.

Mr. Jackson: I do not think it would guide me very much if it did not surface in your estimates for the following year. I appreciate your comments but it did not surface. If it was in a document a year prior to when you report here, you did not account for it, that is all.

Mr. MacDonald: I will get to it. That is the planning stage. Then in September 1987, more than a year later, we had finished the review of proposals because when you are acquiring a computer system you have to go through a lot of evaluative testing in order to determine what is the most appropriate computer system. In a ministry such as ours, which has many locations—in this case I think we are talking about automating somewhere in the neighbourhood of 50 locations—it is very complicated.

In September 1987 we received approval of the tenders and we began to acquire these systems. When you look at the information, the systems development area, you will see that specifically the supplies and equipment area is very much overspent versus the budget there. The reason for that is that we installed the first two systems in our systems branch which is where you would want to put your first two systems because they are the hub of a network. A network is a good way of explaining it, because all these systems are interconnected.

Our staff, the managers and staff in the various offices are going to be able to communicate with this system and be able to pass electronic mail and data will flow quicker. Hopefully we will have better decision-making information at head office and throughout the organization.

Why we cannot predict exactly where the expenditures will show up in one year is because

the systems have to be tailor-fit to where they will be delivered. On an overall basis I can tell you that last year the ministry overspent the supplies and equipment line by—

Mr. Jackson: More than \$500,000.

Mr. MacDonald: You are looking at one line. I was going to give you the total for the ministry.

Mr. Jackson: In fairness, since you are responding to my specific question, unless Mr. Allen wants further expansion, I am really only trying to get at the point that in 1985-86 your actual was in excess of \$250,000. You go out and spend an extensive amount of money on computer systems and software, but then you show that your estimate will be \$159,000.

Mr. MacDonald: That is because the systems were delivered to those particular branches, and this year our systems group will be developing and delivering systems in other parts of the organization. Next year, if you were looking at the actual expenditures, you would see that we were delivering systems in the regional offices and in some of the area offices in the province, and that in the year following, we are probably going to see some development in some of the policy areas, so that you would see it in program administration where our policy is. It does move around.

The reason that the estimate does not match it is because the ministry is self-financing this technology through prioritization of the moneys that it has within its budget. We did not get a special approval from management board to provide us with the money. I think that is a key point. Sorry, if I am going on so.

Mr. Beer: Mr. Chairman, I seek your guidance in terms of the appropriate place to raise some questions around the fast-growth areas. I am thinking here of York, Durham, Peel, Carleton, and there were some questions in terms of the ministry's programs. Perhaps it would be under either programs administration or field administration, but I wanted to flag that to the minister prior to when we would be doing that. I would like to explore some of the problems that exist in those areas due to growth and how the ministry is trying to cope with that. I would take your direction, as this is the first time I have gone through these estimates, whether it would be under 8021 or 8022, just so that when we reach that point—

Mr. Chairman: As I understand it, Mr. Beer is not asking a question but serving notice that he would like to ask a series of questions in that area. When is the best time?

1740

Hon. Mr. Sweeney: I would suggest that the most appropriate spot is when we come to what is called field administration.

Mr. Beer: Okay.

Hon. Mr. Sweeney: I think that is what Mr. Beer is concerned about: What services do we have out there to meet the needs of a growing area like York.

Mr. Chairman: Fine. Thank you. We will deal with it then and the minister has notice of your question.

Mr. Allen: I would presume we would get the same answer we just got for financial services and supply and office services with the supplies and equipment totals there as well and that the small figure in brackets, which looks like a return of dollars, under personnel services is the same category. This is running across pages 8, 10 and 12. I presume a small figure in supplies and equipment for personnel services indicates that there were not any major new installations there and that they have yet to receive or have already received theirs in a previous year?

Hon. Mr. Sweeney: The difficulty at this time of the year, as I am sure you would appreciate, is that the financial year is not over and we cannot give you an actual figure. All we can deal with for the current fiscal year is the amount of money that we have budgeted for, and as you can see from previous years, sometimes that is a little more and sometimes it is a little less. We are quite prepared to share with you, as we have just done, what we feel is happening, but if you are asking us, "How much money are you actually going to have spent by March 31, 1989?" I do not know.

Mr. Jackson: If I can suggest, that has occurred with several other ministries. We have been able to get reasonable handles on expenditures year-to-date. The previous question I asked was specifically for that reason. It is unbelievable to think that you are not keeping monthly running totals by your panels to determine your expenditure forecasts.

Hon. Mr. Sweeney: We know how much we have spent as of, let's say, December 30th.

Mr. Jackson: Well, that is your point. I guess Mr. Allen and I are saying, for estimates to be appropriate, it should be done in the first month or two when they are unfolded so that they can be guidances and accountabilities where they are spent. We are actually going through a process where all but one or two months of expenditures

have been spent now. I guess you could be more helpful if you could suggest—

Hon. Mr. Sweeney: We could give you year-to-date figures everywhere, but that, quite frankly, would take up the entire estimates if we were to do that.

Mr. Jackson: No, we do not wish to do that, but when you go in with such focus on a specific concern that Mr. Allen and I have raised and where in some instances you assert that you understand what has gone on and in others you turn to your staff because you are not completely 100 per cent on it—which is no fault; you cannot be expected to understand every line item—and when you assert that that is a blip that will not occur this year, it does not hurt us to ask, "What is your expenditure year-to-date to December 31?"

That was the nature of my question, and I am sorry I interrupted you, John, for you to go back four years to explain the genesis of the program. I just wanted to know, are you close to that target? Is that the experience you anticipate? Hopefully, you would say, "Yes, everything is according to our projections," because the integrity of the line was drawn into question on the face of it.

That is the only purpose for which we are asking. We do not want hard numbers, but to be able to say on one or two items would be very helpful to us.

Hon. Mr. Sweeney: But once again, in preparing for these estimates we did not bring with us the year-to-date figures of all of these numbers. If there are any that you wish, we will be quite happy to get them for you, but I do not have them at my fingertips and I do not think John has them at his.

Mr. Jackson: That is fine.

Hon. Mr. Sweeney: Quite frankly, it is not the kind of question that is usually asked, but if you want it we will get it.

Mr. Jackson: Well, it is not usually the practice to do estimates after the year has virtually all been spent. We are adjusting to accommodate the time frame and sometimes it has been suggested that it is more appropriate to deal with your actual expenditures to date, instead of comparing it with a year-old estimate. I am just offering that. Since you have not been in estimates for three years, I thought I would share with you what we have been doing here.

Hon. Mr. Sweeney: I would remind the honourable member that I was in estimates for 10 years previous to that.

Mr. Jackson: Absolutely, so you would appreciate all this accommodation you consider for us.

Hon. Mr. Sweeney: Second, we have missed only one fiscal year in estimates. When you go back three years, you remember that was the 1986-1987 year. We are in the 1988-1989 year. The year that was missed was an election year. So there has only been one fiscal year that was missed in estimates. Let's not distort that figure.

Mr. Jackson: If we are going to put it on the record, we should also note that it was the government that suggested that we limit the number of hours devoted to estimates and it was the opposition parties that objected, if we are going to be fair in terms of the process.

Mr. Allen: Call an election.

Hon. Mr. Sweeney: I think we are wasting time.

Mr. Chairman: I did have a question from Mr. Daigeler, is it related to vote 801?

Mr. Daigeler: Yes. Let me say first of all that I now understand why Mr. Johnston referred to the estimates book of this ministry as the model always to be followed by the other ministries. I do wish to congratulate the minister and his staff on the way this is laid out and the information that is in it. Certainly for a new member, such as myself, this is very helpful. Also, it is very helpful to see the growth in the different programs that has taken place over the previous years. It is very useful to have the figures from some of the years past.

I must say, though, that perhaps we have here some of the best-kept secrets of this government, because obviously the minister has been very effective in convincing his colleagues to improve this area of the government. I am very pleased with that, but I do think, despite the needs that are still there, we have to show that we have come a very long way. When I look at the figures there are some very substantive amounts that have been increased over the last two years. I am personally very pleased with it, but I think we have to recognize that as well.

Specifically now, if I can take a look at page 1, just for my own information, and it may be a very simple answer, what does the figure of \$1.6 million under "Reimbursement of Expenditure" refer to? Second, further down it says, under "Transfer of functions to other ministries," \$14 million. Again, what does that refer to?

Hon. Mr. Sweeney: Reimbursement is cost-sharing.

Mr. Daigeler: And that would be coming from municipalities or the federal government?

Hon. Mr. Sweeney: Coming from the federal government, in this area.

Mrs. Noble: If I could elaborate, it may contain small amounts of other kinds of revenues, such as licensing fees, but the bulk of it is the Canada assistance plan revenue and the other federal-provincial cost-sharing agreements. That is revenue attributed to these expenditures.

Hon. Mr. Sweeney: Essentially what it says is of the \$4.2 billion estimates, roughly \$1.6 billion is coming from sources other than the provincial government.

Mr. Daigeler: This is \$1 billion. I am sorry. I read this as only \$1 million. So \$1.6 billion is coming from other sources.

Mr. Chairman: I believe the second question related to \$14.5 million at the bottom of that page.

Mr. Daigeler: "Transfer of functions to other ministries," \$14.5 million. That was in the 1986-87 actuals. What happened there?

Hon. Mr. Sweeney: That was the transfer of "To Corrections Facilities" from our ministry to the Ministry of Correctional Services, of Cecil Facer Youth Centre in Sudbury and Brookside Youth Centre in eastern Ontario.

Mr. Keyes: Cobourg.

Hon. Mr. Sweeney: I believe the member for Kingston and The Islands (Mr. Keyes) was the minister at the time we made that transfer, was he not?

Mr. Keyes: Correct.

Mr. Chairman: For the guidance of the members of the committee, we are specifically considering page 3, which has an overview about vote 801. Then the breakdown for each of the nine items on page 3 is on the subsequent pages, 4 through 22. Questions should focus in on those pages 3 through 22.

Mr. Allen: My question has to do with personnel services, page 12. You had indicated that the ministry is now administering its programs overall with fewer staff than previously, and yet for the current year that we are in your estimates have been dramatically larger with respect to transportation and communications, services and supplies and equipment. I wonder if you could explain that for us. It seems on the surface of it a contradiction, although there may be quite a ready explanation for those rather large figures.

I suppose a supplementary question that might anticipate Mr. Jackson is, are you on target with them? Those are in fact moneys that presumably are mostly spent at this point in time, or are they?

1750

Hon. Mr. Sweeney: I have been advised they represent a transfer of services from financial services to personnel services.

Mr. MacDonald: Office expenses, and library services at the new library.

Hon. Mr. Sweeney: Library services. What was the one—

Mr. MacDonald: It was human resources.

Hon. Mr. Sweeney: The new human resources plan was transferred from financial services to personnel services. They do not represent a net increase; it is a transfer.

Mr. Allen: There was a transfer from financial services.

Mr. Jackson: It is located in the same building.

Hon. Mr. Sweeney: That is the transfer of the function. Again, let me repeat something I said earlier, and Mr. MacDonald alluded to it a few minutes back: There has been an attempt over the last couple of years, which will continue for the next couple of years, to realign the allocation of functions in different parts of this so that it will more accurately reflect where it ought to be.

Mr. Allen: I am at a bit of a loss, minister, if I look at the figures—for example, for transportation and communications in financial services both in terms of 1987-88, which run in your actual of the order of \$200,000, and your anticipated for this year, \$140,000—if this is a transfer from personnel. Your transportation and communications, at \$511,000, is an increase of \$350,000. I do not see where it came from in the equivalent line in financial services, if that is what you mean by a transfer.

Mrs. Noble: On the other area that was affected in terms of the internal transferring, the library specifically was previously budgeted in the supply and office services activity, which is on page 10. You will see there that in that area of transportation and communications the actuals of last year are at \$450,000 and the estimates of \$340,000 are now down at the \$270,000 level. What you see going on is a realignment of expenses between the activities to correspond to the transfer functions between the branches that each of these activities essentially represents.

Mr. Allen: So you have a three-office shuffle.

Mrs. Noble: Yes; plus, I think within the context of the human resources plan, there was an assignment from within the ministry of some additional resources into human resources in order to facilitate the kind of activity the government sees as having a priority in terms of human resource management. So there was some supplementation and reprioritization from across the ministry in there, but it is the combination of the two that has given rise to the increase.

Mr. Jackson: You had pay equity and you had occupational health, several ministry directives you had to implement. It was covered off in personnel.

Mrs. Noble: I think it is to provide for the supporting expenses in order that this group can take those kinds of initiatives and work within the ministry in terms of bringing those on.

Mr. Jackson: By making these transfers, you are not reducing your staff complement as much as you are shifting the personnel. If you are shifting the personnel, are they in the same building or have they moved out into the field offices, and if they have moved out to the field offices, is that why the transportation elements of it are so expensive?

Mrs. Noble: I am not personally in a position to comment on the transportation and communications. I do know there was a transfer of some staff from the head office human resources area into the field offices. I would have anticipated that—well, it certainly would account for some of the increases that comments have been made on in terms of the field admin activity for salaries and wages. In terms of the transportation and communications, it may be having some impact, but I could not comment specifically in terms of any budgeting here for that.

Hon. Mr. Sweeney: Mrs. Noble, can I make a reference and then you can tell me if I am in line or not. The regional office up on Yonge Street, or central, transferred a number of its personnel out to the four Metro Toronto regional area offices. Does that account for some of this, that they actually moved certain functions out of a regional office into more local offices, because it seemed to be a better way of delivering services?

Mr. Jackson: They are still on your books at administrative function at the ministry.

Mr. MacDonald: This is covered in our response to written questions.

Hon. Mr. Sweeney: Again, coming back to Mr. Allen, I think Mrs. Noble has drawn one parallel for you on page 10 compared to page 12. You can see a net decline in one and a net

increase in the other and that accounts for some of it.

Mr. Allen: Without doing all the math, I can see that the combinations of 10 and eight and 12 do approximate the larger figures here. Thank you for your explanation, because it would not have been apparent in the pages themselves that this was exactly what happened.

I do not know about Mr. Jackson, but I have nothing that is pressing on information services, legal services or audit services.

Mr. Jackson: I just have one small anecdote. The minister will probably remember that three and a half years ago, I raised the issue of the Experience programs, that they be broadly exposed at all universities and community colleges in Ontario and not just selectively, which was the practice the year we uncovered it. I am pleased you hire 550 individuals on that program. Are you making that program available to all campuses in the province still?

Hon. Mr. Sweeney: Yes, although there are some universities that have co-op programs that are more effective than others. I can simply tell you that as I move around the ministry into various branches, I rarely fail to bump into two or three students who are on some kind of co-operative program.

Mr. Jackson: My point in raising it then was that it not be selective. Just because they attend a university in one city does not mean they are seeking their experience in another city where they live. That was corrected in some ministries. I just was hoping it was done in all.

Hon. Mr. Sweeney: For example, we have within our main office at the Hepburn Block quite a number of students, say, from the University of Waterloo and Wilfrid Laurier University, who are in Waterloo simply because the nature of the programs they are in are more appropriate to our ministry than they would be to other ministries.

Mr. Daigeler: The reimbursement of expenditure obviously is there on every page. I am just wondering—it is mentioned only for the estimates—have there been any significant changes with regard to reimbursement from the federal government on any of these items? Has the federal government maintained its commitment in the last three to four years?

Hon. Mr. Sweeney: They have retained their commitment in most cases in terms of dollars, but in terms of percentages it is going down. Whereas at one time it might have been, say, 42 per cent of a program, now it is 38 per cent of a

program. The province is constantly putting extra dollars into keeping these programs up. The only place where there is maintenance of the percentage is in certain defined programs; let's say, income maintenance. As long as we follow their criteria to the letter, we get 50 per cent of our costs. When we start moving off and provide additional services that are not within their criteria, we have to pay 100 per cent of it ourselves.

Mr. Daigeler: Is it possible to get something in writing on that without too much difficulty?

Hon. Mr. Sweeney: I think we could get you a historical record, yes. I think you would find it much more dramatic in the Ministry of Health and the Ministry of Colleges and Universities. Back in 1977, they moved from cost-sharing to what they call established programs financing, a block grant type. They were in the neighbourhood of about 50 per cent there; they are well below that now.

In our ministry, there is a Canada assistance plan where there are certain very clearly defined programs with a 50-50 cost-sharing. As long as we stay within the confines of that definition, we get our 50-50, but what has happened fairly consistently is that Ontario has expanded the program to include additional services that are not covered by the federal program. We have to pay 100 per cent of that cost.

When you take the total program, the percentage of federal money has in fact declined, but that was because we made certain choices. We are not blaming anybody for that. We just were not able

to convince the federal government that the new service should be included under the old definition. They simply said, "No. If you want to do that, go and do it."

Quite frankly, we do the same thing with some of our agencies. We say: "There are certain things we're going to pay for. As long as you stay within that framework, we'll cover our share of the cost. It's 80 per cent for the municipal; it might be something else. Now, if you want to go off and do something totally on your own, then that's fine. Pay for it."

Mr. Chairman: I think we have reached our adjournment hour. Before I formally adjourn the meeting, however, I would draw to your attention—I apologize for the state of the writing—that I did attempt to lay out the items ahead of us and schedule them out over the next few days. Of course, I am guided by the members of the committee in terms of how much time we actually spend on each of those. We may wish to spend a great deal more on income maintenance, which is the largest item, \$2.1 billion, but that may not be the case. There may be more questions on other items. I am in your hands in that regard. That is simply a suggested way to proceed.

I would also like to inform the committee that I regret I will not be able to be with you on Thursday and the vice-chairman will be chairing Thursday's session. I will be back with you on Monday. The meeting is adjourned.

The committee adjourned at 6 p.m.

CONTENTS

Tuesday, January 24, 1989

Estimates, Ministry of Community and Social Services

Ministry administration program	S-622
Adjournment	S-628

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitution:

Keyes, Kenneth A. (Kingston and The Islands L) for Ms. Poole

Clerk: Decker, Todd

Witnesses:

From the Ministry of Community and Social Services:

Sweeney, Hon. John, Minister of Community and Social Services (Kitchener-Wilmot L)

Noble, Michele, Assistant Deputy Minister, Family Services and Income Maintenance Division

MacDonald, John, Co-ordinator, Estimates, Financial Planning and Corporate Analysis







CAZON
XC 12
-S 77

No. S-26

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development

Estimates, Ministry of Community and Social Services

First Session, 34th Parliament

Thursday, January 26, 1989



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, January 26, 1989

The committee met at 3:45 p.m. committee room 1.

ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES (continued)

The Vice-Chairman: The meeting will come to order. We have several ways in which we could begin today. As you know, we have invited Joanne Campbell, the chairman of the Social Assistance Review Board, to be with us today. We have, on the table, written questions from Mr. Jackson. We have some also from Mrs. Cunningham. I have discussed with the minister his preference. He is open to your suggestion. I have my preference, but I will reserve it until you tell me how you would like to begin.

Mr. Beer: We are all curious, Madam Chair, as to what your preference is.

The Vice-Chairman: Is that true?

Mr. Carrothers: Definitely. Absolutely.

The Vice-Chairman: I would like to begin with Ms. Campbell giving us her input, simply because I feel it is a courtesy to guests, when we invite them, to have them present first, if that is agreeable to the committee.

Mr. Allen: Madam Chair, could I ask through you to my colleague Mr. Jackson whether Mrs. Cunningham is coming this afternoon or will be here later?

The Vice-Chairman: I understand she is. That is the message I have received, Mr. Allen.

Mr. Jackson: She is coming. I am surprised she is not here now, because our speaking order has just been worked out with the House leaders, and Mrs. Cunningham's time has been slotted; so I expect her here any second. That is why I was late, and I apologize.

The Vice-Chairman: Is it agreeable to both of you?

Mr. Jackson: By all means.

Mr. Allen: Sure.

The Vice-Chairman: All right. If you would come forward then, Ms. Campbell, we would certainly appreciate your presentation.

Hon. Mr. Sweeney: Madam Chair, I would like to take just a couple of minutes to establish clearly the relationship between my ministry and

the Social Assistance Review Board. I suspect that most members probably know it, but perhaps we can just take a minute or two.

As you probably already know, the Social Assistance Review Board is an independent arm removed from the ministry and from the government. It makes its own decisions based upon the legislation which this Legislature passes. It reports to the Legislature through my ministry.

You will be aware of the fact that, on occasion, when decisions are made by the board that we have some difficulty with—almost always because it is a disagreement on the interpretation of the legislation, not on the facts; I think the record will show, and Ms. Campbell can certainly speak to that, that we have never asked for a rehearing or a review of any kind based on the facts; it is usually on the interpretation of legislation—we as a ministry can request that the board rehear the case.

That is not an appeal. I want to make that clear, because there was a statement made in the House a few months ago that our ministry had asked for some 35 appeals of different cases. That is not the case. An appeal is when we go beyond the board and, in fact, can go to the courts, as the individual recipient or appellant coming before the board can ask for an appeal of the particular decision of the board before the courts. That is the sort of official legal appeal. I just want to be sure that there is a distinguishing understanding between an appeal and a rehearing.

The only other point I would like to make before Ms. Campbell begins is that you will probably all be aware of the fact that we had a fairly in-depth review and analysis and evaluation of the operation of the board shortly after I became minister, and it was clear from all sources that changes needed to be made. Ms. Campbell has had an opportunity to enact those changes. She will discuss some of them with you, and I am sure that you will have questions. I believe she will probably be telling you that we are just at the point now of fully realizing the benefit of those.

So with those few comments, I would ask Ms. Campbell if she wants to make any opening comments or whether she is prepared to accept questions.

The Vice-Chairman: Thank you, Minister. Which would be your preference, Ms. Campbell?

Ms. J. Campbell: Being new to the estimates process, I am not sure which you would prefer. I would be happy to start off with some opening comments on where I think we have been; but if you would rather ask me questions, I do not want to take up your time.

1550

The Vice-Chairman: Please set the stage.

Ms. J. Campbell: Okay. As the minister noted, shortly after becoming the minister he undertook a study of the operation of the board, while I was still not part of it but one of those who had been fairly critical of it in the past. It came out with a number of recommendations related to the board, one of which was that the board should have a non-civil-service chair, which resulted in my appointment effective the middle of October 1987.

With that was a whole series of other issues related both to the operations of the board itself as well as to the appointment of board members. The first thing we did when I got there, or just prior to my actually taking my position there, was to really open up the appointment process. We advertised throughout Ontario for appointments to the board, had 1,500 applicants, had a panel of both people from the community and people with experience in human resources, interviewing and personnel experience to help me conduct a competition for the board.

We recommended to the government the appointment of 15 people at that time to the board, and those recommendations were accepted. We moved at that point from what had been a fully part-time board to 12 full-time positions on the board, to reflect the seriousness of the job that had to be done. Writing the decisions and presiding over hearings involve an extensive amount of understanding, first, of the legislation itself, which I am sure you know is fairly complex, as well as a strong understanding of procedural issues, what the courts demand of a tribunal such as ours, and attempting to get people who could bring the kind of expertise and qualifications to the job that the board had been criticized for not having had in the past.

With our 15 full-time people and me in place, we conducted an extensive training program for the board members. It was a six-week program involving a whole raft of things, from the legislation itself to inviting provincial and Supreme Court judges in to talk to us about

decision-writing. We did a lot of role-playing on how to conduct a hearing, what the role of the adjudicator is, rules of procedure, what our procedures should be in a hearing and how we achieve as consistent a practice as possible as a board doing hearings all over the province.

We did visits to welfare offices and to family benefits offices so board members could have a sense of how people are introduced into the social assistance system. We spent a lot of time on rules of evidence, the kind of stuff about which, again, the courts had been quite critical of the board; not understanding how a tribunal such as ours should weigh evidence.

At the same time as we were training our board members, I set about preparing my first MB20 submission to talk about resources for the board, because one of the things which was clear was that the board had been in the past, in my view, seriously underresourced.

We received 11 new staff positions for the board, six of which were a legal unit which would give us the kind of legal expertise we had not had on the board in the past. Prior to my arriving, there had been an outside counsel who had been available mainly to the chair, but obviously operating in an increasingly legalistic environment with the growth of the clinic movement, with the growth of the whole field of administrative law, it was clear that the Social Assistance Review Board had to come out from being a bit of an informal opportunity for a chat with some nice people about your situation to being a tribunal which took its place among all of the other administrative tribunals as a body that understood its job and conducted it in the manner expected of it.

One of the other recommendations made was that we move out of the Macdonald Block. We are actually moving. We have a lottery on as to when we are actually going to move, but we are expecting to move. I have said February 27. Everybody else on my board thinks I am the only optimist in the group. We are moving out of the Macdonald Block, again to enhance the sense of us as an independent body, not one where you come back into the very government offices that made the decision about you to have that decision reviewed.

We have had an extensively fascinating year of difficult, and fascinating for me, issues to have to work through. We set up four committees to try to get through the workload of figuring out how we are going to operate as a board. We have a committee that looks at procedures: what do we do about swearing in, what do we do about

subpoenas, what is our policy on reconsideration hearings, which the minister mentioned. We have not had a particular policy before. What we want to do is be predictable as a board so that people know, when they come before us, what to expect and when they encounter us before or after a hearing, what to expect.

We have a committee on policy that is attempting to look at general policy areas so that when board members go out to conduct hearings, they can actually be fairly consistent in their approach on issues. So how do we, as a board, feel about issues of the permanently unemployable and the disabled? How do we feel about the spouse in the house? What is our interpretation, as a board? What have the courts said? What does the legislation say? That way you do not get a different decision depending on which board panel you have. You obviously have different decisions based on the facts, but the board has a common approach that can be fairly predictable.

Our goal, obviously, is excellence in decision-making. We want clear procedures that are understood by everybody. We want to be able to be consistent in our decision-making such that those decisions will be rational to people who read them. In order to do that and in doing that, we want to be very sure that people have a sense, from the moment they contact our organization, that they are being treated with dignity and respect, that they have an opportunity, win or lose, for a fair hearing, a hearing that is conducted in a manner that gives people the dignity that they deserve. So the whole organization makes people feel that this review of their decision is one that is thorough, is authoritative and is fair.

I think I will stop there because I do not want to take up your whole afternoon. I can talk for hours about the Social Assistance Review Board. I would be happy to take questions on specifics. I know you are going to ask me about the backlog, so before I stop I will address the backlog. Obviously, when we started into this we had a lot of new board members who had not done this before. Formerly, the board members had written a conclusion on their decision, but the staff had written the decision itself. So we initially had to work through the process of board members having to actually learn how to write that decision and do it in a way that was as well done as we could do it.

We also created a legal unit. We had a whole raft of procedures that we had to try to change and adapt to the needs of the board, and we accumulated a backlog. It is something that has

caused me endless hours of lack of sleep, but we put a real push on to clear it. I would like to say to you that we have basically cleared it. At the moment, at any one time we have approximately 400 decisions on which either the hearing has just been held and the board member is writing it or it is in quality control being checked for the date of the hearing and all of that—it is a detail being corrected—or it is in the legal unit if it is a complex one that needs some legal review. So at any point in time there is going to be, sort of, a snapshot of about 400 decisions.

We now have what is, in each area of the board, a number that does not constitute a backlog. We have a lot of decisions that are out to be signed now because they have come through the backlog. I regret the number of you who I know have had calls about the lateness of our decisions. It is something that we all feel very badly about. I think you are going to find that the concern about it decreases. That is not to say that every decision is always going to come out on time.

There are ones that are complex that require more thinking about. There are ones that board members need more discussion on because the panel has to discuss it more because they have not necessarily resolved the issues among themselves. There are always going to be some decisions that are going to come out later, but I think I can say to you now that we have that in hand.

Mrs. Cunningham: It is a pleasure to meet you. Clearly your people have all these responsibilities, and I know this is a big one. I have a number of questions. Some of them are a little bit historical, and you have answered some of them, so thank you. You do not have any backlogs now?

1600

Ms. J. Campbell: To say we do not have any backlogs—We have a number of decisions which are still far too many days out of hand, but they are out to be signed.

Mrs. Cunningham: You are confident that they are going to be dealt with in a reasonable length of time—

Ms. J. Campbell: Yes.

Mrs. Cunningham: —although probably not in the time frame which is allowed. I forgot what that is, quite frankly.

Ms. J. Campbell: That is an issue, actually, of some debate, because there has been a recent court decision which has said that the regulation does not mean we have to have the decision out

within 40 days; the regulation means we have to reach a decision within 40 days. There used to be a clause in the act which said we had to deliver a decision forthwith.

You might be interested in the court's decision on that. It has muddied the waters slightly on what the requirement in the legislation is. I do not want to get too far into that, because I still think that given welfare recipients who need to have an answer quickly, having us debate whether it is 40 days or whether it is not 40 days—The issue is that we must get these decisions out very quickly because this is people's livelihood at stake.

Mrs. Cunningham: As long as you have that philosophy, I am not going to argue with the dates either, because I agree with you. I am sure if you could get them out in 10 days you would.

Ms. J. Campbell: In line with that, one of the things we have to think about is whether we should be issuing oral decisions. We met with a Supreme Court judge who could not believe we wrote all of our decisions. We write all the evidence, the reasons, the conclusions. That all goes into our decision. He said if he had to do that he would never get his decisions out. We have a requirement in the act that we do send out a written notice of decision. One of the questions we are looking into now is whether it is possible to get out a decision quickly and then follow it up with written reasons.

Obviously, from the point of view of the chair, it worries me a little, because trying to get my board members to get their written reasons in when they know the decision is already out is going to be harder for me. But figuring out whether there are other ways of doing this, whether at a certain point in the process we could send out a written notice of decision with reasons to follow, is perhaps an option for us. If you invite me back next year I will tell you what we have decided.

Mrs. Cunningham: I hope you seriously pursue that, because I know that in many instances in this ministry we talk about the bureaucracy and the slowness of processes, and anything that can speed it up and makes it less expensive and more sensible for the needs of this time I think is important.

You now have 12 full-time board members?

Ms. J. Campbell: No. We moved from there to a further restructuring of the board. The legislation provides that the board can be 30 members.

Mrs. Cunningham: Yes, I am aware of that.

Ms. J. Campbell: I went to the minister not long after we had started and said that we are not a tripartite panel, as many other boards are, with a management rep and a labour rep or, in this case, a community rep and a ministry rep. Therefore, our panels are three people who come out of the community. Having part-time people in a board such as ours, with the volume we have and the extent of the work, simply created a situation in which we have had some people who work full-time and others to whom we had lots of work to give as part-timers but they were part-time. So we have now moved to a completely full-time board. The size of the board has been reduced to 21 but they are all full-time members.

Mrs. Cunningham: When you say full-time, what does that really mean? They meet on Monday and they finish on Friday?

Ms. J. Campbell: Yes.

Mrs. Cunningham: There are hearings five days a week or writing or whatever? A full-time job.

Ms. J. Campbell: Very much so. We have an enormous volume. We meet every Monday to hand in decisions, to sign decisions, and every Monday we have either board or committee meetings which discuss a range of general policy issues, training, that sort of thing. Then we do hearings every day for the rest of the week. But each board member has to be given time to write. Now that we are writing decisions in a serious way, people have times booked in to write their decisions as well.

Mrs. Cunningham: And they are travelling, I assume.

Ms. J. Campbell: Yes, we travel all over the province. Forty-four per cent of our hearings are in the Toronto area or within a two-hour drive of Toronto. The rest of our hearings—I can actually be quite specific about that—23 per cent, I think, of our hearings are in the eastern part of the province, 20 per cent in the southwest and 13 per cent in the north, so what we tried to do was to reflect the number of hearings we do in various parts of the province in the composition of the board.

We have currently four people from the eastern part of Ontario, two of whom are bilingual, two from the southwest, with another two half-people who like to spend a lot of time in the southwest, so we sort of count them as western people, four northern people and 10—does that add up?—Toronto-area people. What we are trying to do is to have the diversity of

Ontario reflected on the board itself, but all the board members travel.

Mrs. Cunningham: So everybody would be in Toronto on a Monday for these meetings and other days they may be elsewhere.

Ms. J. Campbell: Yes.

Mrs. Cunningham: They do not all live in Toronto.

Ms. J. Campbell: No.

Mrs. Cunningham: They live wherever.

Ms. J. Campbell: Yes; 44 per cent of our hearings are in the Toronto area, so we want about 44 per cent of the people who would be in the Toronto area so that we are not unnecessarily having people travel all over the province, but everybody travels.

Mrs. Cunningham: There is a real difference in remuneration for these members from the past to now.

Ms. J. Campbell: Yes.

Mrs. Cunningham: I am thinking that was an hourly rate, am I not correct?

Ms. J. Campbell: No, it was a per diem. I believe the per diem was \$125 a day. It then went to \$150 and then to \$175. That was for part-time members. When we came to looking at full-time people, we rated the position. We established a job description and tried to figure out what that position would be rated at. It is rated at the AM-21 level and the salary is \$57,000 something, now. It was \$55,000 last year and it has gone up with inflation.

Mrs. Cunningham: Okay.

Ms. J. Campbell: Speaking just briefly to the salary, I felt quite strongly when we were going through this process of trying to establish what the salary level should be that we needed to have salaries that reflected the kind of expertise and quality that we wanted in board members.

Mrs. Cunningham: I am assuming you have very well qualified people to do this, with the backgrounds that fit the role and responsibility. With that salary, there is no doubt.

Ms. J. Campbell: We have attempted to have as diverse a board as possible, reflective of the population of Ontario, so that we are not having people who are appearing before the board finding that the board does not ever have a black person or a native person or someone with a disability. We have tried to have a very diverse board so that people can relate to it better.

In looking at qualifications for board members, we wanted to be very sure that there are some things that we need, such as a demonstrated

knowledge of the social service field and outstanding writing ability. Writing a written decision dealing with complex legislative issues and putting it in language that people can understand—

Mrs. Cunningham: Somebody who could pass today's Ontario academic course English 1 exam, for instance.

Ms. J. Campbell: Actually—

Mrs. Cunningham: That is an in joke.

Ms. J. Campbell: Oh, is it?

Mrs. Cunningham: It should be more public than it was, but Mrs. O'Neill would relate to that.

Ms. J. Campbell: We were looking for the ability to interpret legislation. It is not easy to do. We wanted good communication skills so that you can conduct a hearing in a manner that makes people feel comfortable, etc.

Mrs. Cunningham: I guess what I am getting at is that I am looking at the increase in the budget. There is no doubt in my mind; that is the purpose of these meetings and we are looking at a very large increase—millions, to put it bluntly. What we want is, as you say, professional, and you have certainly convinced me that that is your objective.

At the same time, I am thinking that there are probably some changes that you can be making in the process itself, just by what you have said today, around this written part.

Quite frankly, I think we get too bogged down. Unless we have some real legal reasons for putting some things in writing, I think we should be making things a lot simpler than we do. I mean, all you have to do is take a look at the stuff we get every day. I am very sensitive to the legal stuff, but I still see all these written reports which nobody reads, and I know in your work they have to read them, but keeping them simple is my objective. The person whom you are judging ought to be able to read it or somebody ought to be able to help him or her read it and all that. Sometimes, though, the highest writing skills are with the people who can write things in a very simple way.

Ms. J. Campbell: That is right. You would be interested to know that one of the things we are doing is working with the Metro Toronto movement for literacy, which has a clear-language committee. We are working with them to have them help us put all our forms in clear language.

Mrs. Cunningham: When you say "we," you are talking about yourself, I hope.

Ms. J. Campbell: The Social Assistance Review Board, yes.

Mrs. Cunningham: Because, you see, I really have problems with them doing anything other than—I am really a person who wants the help out there with the client; always. I am not one for a lot of meetings. Coming into Toronto once a month would make me very happy as opposed to as much as I have to come even here. But in my other work, once a month would have been sufficient. You have the quality people who do not need to be committee-ed to death or hearing-ed to death. Unless you have a great turnover, I do not think even the professional development—the kind of people you have probably do not need a lot now. Am I correct?

Ms. J. Campbell: But the difficulty is that unless we are going to courier decisions all over the province every week, people have to sign their decision; otherwise it cannot go out. You need three signatures on that decision. We need to bring people in; otherwise we are going to have a chaotic situation of trying to get our decisions signed.

Mrs. Cunningham: Yes.

Ms. J. Campbell: It is very important that we ensure that people have the tools, by virtue of good training and discussion, to do the job.

Mrs. Cunningham: These three people signing this stuff—do not get me wrong—if they have to sign it, they have to sign it, of course; but that is not, in my opinion, a reason to have a meeting every week. That is not what you are saying.

Ms. J. Campbell: No, I am not.

Mrs. Cunningham: But if that is a problem for you logically, to get people together, you have to find a way out and tell us how we can make changes to an act that is causing you to do this. Certainly, signing something off at a certain level, maybe with three signatures, would be one thing, and having one person sign and yourself responsible, any other way; anything that we can get this process moving more quickly. If we have a cumbersome act, all we need to do is let the minister know. You cannot believe how fast he would change something that was so cumbersome. I can assure you. We talk about it all the time, and how fast I would help him.

But what we need to do is know where the problems are. Quite frankly, politicians are not in a place all the time to know exactly what the day-to-day problems are and you, in your job, I am sure, are not always free to let us know. I

know what it is like sometimes to work in big businesses and government and stuff. But we are really keen to cut this whole stuff down. My dream would be that you would not have so many reviews to make; that somebody else at a different level would be making very good decisions that the public can buy into. You know what I am saying, do you not?

Ms. J. Campbell: Yes. I think, in fact, if you look in your briefing book at the requests for hearings, they are down.

Mrs. Cunningham: Yes, they are.

Ms. J. Campbell: I would like to think that it is because there is better decision-making in the field. I think that if we make better, clearer, more consistent decisions, that will impact on decision-making, so that if one knows that the Social Assistance Review Board is going to overturn a decision because one has made an arbitrary requirement around a job search, then one looks at that decision in the context of former decisions of the Social Assistance Review Board.

Mrs. Cunningham: Can you tell me, on that point, how many decisions you do overturn; what percentage?

Ms. J. Campbell: I have to distinguish between short and long decisions. In long decisions, where we really have a hearing and really write the decision, we are granting 70.1 per cent and affirming 29.9 per cent.

Mrs. Cunningham: Those are the big ones; the long decisions.

Ms. J. Campbell: Yes.

Mrs. Cunningham: The lengthy ones. What about the others, the ones that you make more quickly?

Ms. J. Campbell: No. What we call a short decision means that the appellant did not show up at the hearing.

Mrs. Cunningham: Yes.

Ms. J. Campbell: The legislation puts the onus on the appellant to meet the case that is against him so that he has to come and show why the decision that was made against him was wrong. Under any court or tribunal process, there is an onus on the appellant to show up for a hearing.

Mrs. Cunningham: If they requested one.

Ms. J. Campbell: Yes. If they do not show up, we conduct the hearing anyway. Based on the fact that if the respondent is there, has a submission and is prepared to proceed, we

conduct the hearing anyway. If the appellant does not show up, then—

Mrs. Cunningham: If an appellant is going to appeal something and changes his mind a week later but you have already had the letter, is there any way of stopping you from having to be involved in a formal hearing?

Ms. J. Campbell: Sorry?

Mrs. Cunningham: If someone appeals and then gets other information that makes him realize that he has no hope, that his appeal is not appropriate, is there a way that you would not have to meet? Does he just simply have to say, "I withdraw my appeal," and you do not meet?

Ms. J. Campbell: Yes. We actually have a fair number of those. Between April 1 and December 31, so far in this fiscal year up to December 31, we have had 495 cases withdrawn by appellants. We have had another 157 withdrawn by an appellant's legal representative.

Mrs. Cunningham: When you say "legal representative," are you now talking about the legal clinics?

Ms. J. Campbell: Yes, primarily. It is more common for a person to be represented by a clinic than by a private lawyer. That is not to say that it always is, but yes, it is primarily the clinics.

Mrs. Cunningham: I will be asking a question to the Solicitor General (Mrs. Smith) about how much she is supporting the legal clinics.

Ms. J. Campbell: We have felt the impact of the growth in the clinic movement. I think there are now 65 legal clinics in Ontario and that number has steadily been growing. One of the reasons that the number of requests for hearings is down is because the clinic's first attempt is to resolve a matter so that there does not have to be a hearing. So we will often have clinics phoning us up and asking us to postpone the hearing on behalf of their clients so that they can attempt to work the issue out.

Mrs. Cunningham: Do we have Hansard here today? Great, that will help me with my question next week. Thank you very much. Obviously I am upset because we are withdrawing the legal clinic service which I think is a preventive thing.

Mr. Campbell: She just said they were growing.

Mrs. Cunningham: They are not growing. They were growing and I can understand Ms. Campbell saying that.

Mr. Campbell: Are they not?

Mrs. Cunningham: Sterling, you are right. They appeared to be growing, but they are quickly drawing back the services, and they have here in Toronto and certain London—

The Vice-Chairman: Mrs. Cunningham, you said you were going to bring this forward at another time and I think that should be the case.

Mrs. Cunningham: Okay. Well, I was interested to hear that.

The Vice-Chairman: Anything else here?

Mrs. Cunningham: I have one last question. I suppose it is more in the form of a comment and you can respond to it. I am assuming that appointments are made yearly, or are they?

Ms. J. Campbell: Three years.

Mrs. Cunningham: I may as well be quite upfront in this. I hope that our system is so good in the next few months that we are doing a better job with the client—in other words, making a good decision in the first place. If not, the client should be getting some help before he or she makes an appeal that we should not be asking you to look at; so that is the second part. The third one is that I hope in your work at the end of the three years you can make—or even before; I am not one to wait three years—I hope in the very near future you can be making some recommendations so that we can help this process along more quickly.

First of all, for the people—obviously, 80 per cent of them have legitimate beefs. That is not good. The system is not working somewhere else when we have 80 per cent of them with legitimate beefs. Luckily, we have another system out there that helps us get a few of them so that we do not count them in those numbers.

I am hoping for more efficiency because with the amount of money that we put upfront now, I do not think that is prevention. I hope what you can do is come back and say we have half as many cases or even fewer—half as many members—and that this, in fact, will be something that we can do because of the work; it is not just a Social Assistance Review Board, it is somebody who is going to make good recommendations for improvement, and not an ongoing other level.

Although I am critical, I am prepared to be patient. I thank you for being so open in your remarks.

Ms. J. Campbell: I agree with your comments.

Mr. Daigeler: What happens in Ottawa-Carleton if somebody is not happy with a particular decision?

The Vice-Chairman: I am sorry, Mr. Allen, I did not notice your hand. Do you mind Mr. Daigeler going first?

Mr. Allen: Yes, that is fine.

The Vice-Chairman: Okay, then you will be next.

Mr. Daigeler: Just to repeat again, how does it work? What happens if somebody in Ottawa-Carleton, for example, is not satisfied with the particular decision?

Ms. J. Campbell: They submit a form 1 which is a request for a hearing. They write on the form 1 why they would like a hearing. There is a great variety in what we get on a form 1. We book a hearing even if there is virtually nothing on the form 1.

We get the form 1 in. We acknowledge it and, back to Mrs. Cunningham's point, we send them out a brochure about all the legal clinics in the province at the point that we acknowledge receipt of their form 1, so that they know, at the moment that we know they would like a hearing, that there is assistance from a legal clinic available to them. We send an acknowledgement letter out saying that we will book a hearing soon. We send a copy of that to the ministry or the municipality that has made the decision. We then request the ministry office or the municipality to send us a written submission.

1620

The legislation provides that in this case the respondent, the ministry or the municipality, can write a written submission as opposed to appearing. They can appear also, but they always write written submissions.

We request the written submission from them. We book a hearing in a very complex process of trying to book 100 hearings with a whole bunch of board members and figure out how, logically, one can best get all the hearings done in a certain period of time.

We conduct a hearing. The board—

Mr. Daigeler: That hearing would be in Ottawa-Carleton.

The Vice-Chairman: Mr. Daigeler, you will have to sit a little closer. They are having trouble picking you up.

Ms. J. Campbell: In Ottawa? The hearing is held wherever the decision is made. We do them in New Liskeard, in places that you or I have never heard of. We do them all over the province. We do not do them just in the centres. We do them in every community where there has been a decision made.

We will also, on occasion, do them in an appellant's home if they are unable to come to a hearing. I prefer not to do that, because I think a more neutral setting for everybody gives a better feel to the hearing, but we will do that if necessary.

Mr. Daigeler: You already indicated there was a backlog, and obviously it depends on the case, but on average, how long would that process take?

Ms. J. Campbell: Pardon?

Mr. Daigeler: On average, taking into account that some cases obviously are more difficult than others, how long would it take if a person makes an appeal? When can that person expect a final decision?

Ms. J. Campbell: The written decision should be out within four to six weeks. It has been taking us longer than that.

Mr. Daigeler: No, I mean in terms of the whole process.

Ms. J. Campbell: The whole process? Well, the legislation requires that, from the date we receive the form 1, we send people a notice of a date, time and place of a hearing within 21 days. It does not mean the hearing has to be within 21 days; it means the notice has to go out within 21 days.

The legislation says that we have to reach a decision within 40 days from the sending of the notice of hearing. The problem is that there has been some dispute about what "reach a decision" means in terms of whether "reach" means that the decision has to be reached or delivered. It has been taking us more than four to six weeks, which is why you people get called and I lose sleep. But I hope that is going to change.

The Vice-Chairman: Does that complete your questions, Mr. Daigeler? Yes, it does. Mr. Allen.

Mr. Allen: First of all, let me say that I think all of us are delighted in the minister's appointment and in the accomplishment that has been recorded and related to us today.

We have been hearing in bits and pieces in recent days and weeks about the progress of the board in clearing the backlog and in renewing its procedures, getting a better sense of its mandate and how it goes about its work. First, I want simply to give you my congratulations. I hope you will take those back to your staff, because it has been a rather heroic undertaking.

Perhaps I should start with a few of the sort of nitpicky things that come out of some of the questioning that has been taking place and then I

will go back to some more far-reaching questions that I have in mind. Sometimes when one is immersing oneself in a ministry, one finds even at estimates that it is the simple and little things that one does not understand.

In each hearing, how many persons participate? Is each person heard by a panel or by a single member of the board?

Ms. J. Campbell: The legislation simply says "one or more people shall."

Mr. Allen: What is common?

Ms. J. Campbell: What was more common in the past, I believe, was to have one- or two-member panels. I know the minister's opinion was that there should be three-member panels in as many cases as possible. I think the perception of that size of panel is one that the community certainly has come to expect, so we are using more three-member panels now. They are very useful from the point of view of training and ensuring that there is good discussion, etc., after the hearing has been held to ensure the best decision is made.

My own view on the three-member panel is that down the road when we have established our reputation better as a board—our reputation has a long way to go; I think people still remember the old board—it may not be as important that we have as many three-member panels, once we are more mature as a board. At the moment, we are having more three-member panels both because we think it is important from the perception of people in the community that it is a better panel and because we are learning ourselves and it is better for us. Probably 70 per cent of our hearings are now three-member panels, but I predict that will decrease over time. I do not know how soon; but over time.

Mr. Allen: Would it be your view that maintaining a three-member panel would probably avoid some further appeals beyond the board, just by the sense that more than one person has been involved in the hearing and decision and therefore it is apt to be a fairer, more complete decision and less appealable beyond the board, to the Divisional Court, for example?

Ms. J. Campbell: As I said, I think it comes down to the maturity of the board. For instance, I was happy to send Ross McClellan out to do a hearing on his own, with the constraints of how we scheduled and where we had to send someone, because I had absolute confidence in his ability to conduct a very good hearing, arrive at a conclusion and write a good decision.

I think that, as a board, we might be able to do that sort of thing more in the future. We are not doing it very much. I believe that from December 19, in the last month and a half, we have had 12 one-member panels, mainly because they were in areas where it is hard to get people to, or whatever. Someone is sick, that sort of thing. We are not doing one-member panels very often.

What I do not want to do is give you the impression that I think the only way this board can operate is with three-member panels, because I, frankly, do not feel that way. I remember when I used to appear before the Ontario Municipal Board, I was less concerned about whether there were three people there than that the person who was there was conducting the hearing really well and seemed to know what he was doing, seemed to be able to listen to both sides, conduct an orderly hearing and make a good decision. I think I would only have been concerned about that if I felt the one person who was conducting the panel could not do the job.

So yes, I am committed to the three-member panel now, but I think down the road it is not going to be as important.

Mr. Allen: When you said that your board members represented a broad spectrum of Ontario's population—and part of the reason for my asking this question relates to that observation—how do you in fact logically present that variety? Where you are dealing with a person from a visible minority, do you have another visible minority person do the hearing? If you have only one person or if you have two or three, do you insist that one person be a member of either that or another visible minority? I am just wondering how you sort of mobilize the board in order to relate. You said you wanted to be visibly representative and yet that is critically important in the instance of each hearing where it might become an issue.

Ms. J. Campbell: First of all, it would be hard in some cases to tell that a person is a member of a visible minority by virtue of a form 1. If there are cases where I think that may be an issue or is important, we are very careful to think very carefully about how the panel should be constituted, but we do not consciously look for whether a person is a member of a visible minority and assign a visible minority person to a panel in that way, no.

We do a lot of hearings in a lot of areas, and there is a lot of variety in who goes where with whom and when. I think the general picture of the board would be one that has a blind person showing up for a hearing accompanied by a south

Asian. It is a very diverse board, but no, we are not being race specific on how we book hearings.

1630

Mr. Allen: I was not quite clear about your answer about backlog. I understood you to say there are at any one time 400 decisions-in-waiting.

Ms. J. Campbell: In process.

Mr. Allen: You went on to say "now we have" and I do not whether you actually gave us a figure of what the actual number on hand at the present time is.

Ms. J. Campbell: I can tell you that on December 30, we had 104 in quality control, 180 with members, 85 of which were for signature, 21 in word processing and 63 in legal, which was 300 and some.

The problem is that it is a snapshot; if I went the next day to each of those units they would have passed something on. It is very much a moving target. But as of December 30, we all sighed a great sigh of relief because we had a handle on this difficult problem.

I review every decision that goes out. Ones are coming across my desk now before they go out which are old decisions, but it is usually because they have come back from being couriered out to an old board member to be signed or something of that nature. We are at the end of this difficult process of getting old decisions.

Mr. Allen: Am I right that the scale of your accomplishment is measured by the fact that in the middle of November you had a backlog of some 3,000?

Ms. J. Campbell: We did not have a backlog of 3,000. That was the Star reporter who did not understand what I said.

Mr. Allen: What was the backlog at that point?

Ms. J. Campbell: The Star reporter asked me how many decisions of ours came out on time, that is, within the 40 days. I said, "Approximately 30-some per cent come out within 40 days." "Oh, and how many decisions do you do a year?" "Four thousand." So he decides we have a backlog of everything but the 30 per cent that come out on time. He was just wrong.

I will tell you how we have progressed. On August 26, 1988, we had 195 in quality control, 82 with members, 66 with word processing and 373 in the legal unit. That is where the backlog was at the end of August. By October, we had moved it to 71 in quality control, 125 with

members, 103 in word processing and 260 in the legal unit.

If you look month to month on where we went, you can see the backlog. The problem is that the backlog moves. We got very overloaded in the legal unit. That is where we stalled, because we only got our legal unit in place in June. By that time, board members who wanted advice on decisions were in a great lineup for that legal advice because the people had not come on-stream yet.

As the backlog moved out of legal, it then ended up as a backlog in word processing because they got overloaded, so we brought in a bunch of extra word processors and cleared that. That is essentially where we are now. We do not have a backlog in any one unit now.

Mr. Allen: So your snapshots of earlier months in 1988 tended to run at about 600.

Ms. J. Campbell: Yes. Our backlog through the months of August, September, October and November was running at 200 or 300 cases that were sitting which should have been out and were not.

Mr. Allen: I see. And now you are saying that 400 cases are waiting at any one time. How many are cases which are sitting that should be out right now? Do you know that?

Ms. J. Campbell: You have not given me an opportunity to talk about our great case tracking system, which I would love to tell you about. When I came on to this board, I do not know how anybody had any idea how many cases were anywhere, because there was no method for tracking them. We now actually track them.

I would say we have about 40 decisions that are old decisions. The problem is that we have had people who have left the board and when you send a decision—it is not their fault that we have the backlog. The backlog was created through a whole series of things that had to come together that we just organizationally were not ready to have come together. Now you are sending an old decision that is already backlogged out to a board member who is no longer on the board; they do not like the way a paragraph is written and they return it, but now the person is not on the board any more.

It is much more difficult to get that decision back. We have about 40 of those left that are a problem for us. Every week, more of those go out. It is just a matter of a few weeks before those are gone.

Mr. Allen: How many others are there that would be beyond the 40-day limit if the 40-day

limit were still understood to be a legal requirement?

Ms. J. Campbell: About 40-odd per cent of our decisions now, as of approximately the end of December, were coming out within those 40 days. Every time I sign decisions—I do not sign them, I review decisions now—I always check the date. Between 40 and slightly more than 40 days, every day more and more are coming through. We are getting better at it. We are getting better at ensuring that the decision gets through the process more quickly. We are also getting more adept at figuring out where there are potential problem issues and catching those quickly and resolving them and getting them through.

I want to say to you, though, there is never going to be a time when every decision is going to come out on time. It is not the nature of statutory interpretation to have every one be the same as every other one, because some have issues that need some research, need to be figured out.

The fascinating thing about this board is that there is something new every day. It is quite extraordinary that a day never goes by that we do not get hit with another fascinating issue. The impact of this recent federal court decision in Manitoba is going to cause us to now have to figure out what we do about overpayments. Frankly, I do not know. It is a very challenging and fascinating area because of the number and complexity of issues we deal with.

Mr. Allen: The reason I am asking you these questions right now is that I think we want to be able to understand from this point on what is meant by a backlog, if the term is used. Obviously, it is a handy word, even though it may be fuzzy around the edges in terms of what the legislation or the regulations require.

As I understood you, when you explained the current question around the 40 days, that is whether the 40 days relates to the point of decision or the point at which the decision is signed.

Ms. J. Campbell: No. The legislation distinguishes between the decision and the notice of decision. The legislation says that the board members must reach a decision within 40 days. Mr. Justice Austin, a couple of weeks ago, determined that the legislation distinguishes between reaching a decision and sending out a notice of decision and that the obligation is on us to reach a decision within 40 days, and we clearly reach a decision within 40 days.

He dismissed the request that there be a declaration that we get all our decisions out within 40 days on the basis that there was no

statutory requirement that we deliver a decision within 40 days. In fact, if you look at the history of this legislation, there was a section in the act that said a notice had to be delivered forthwith and that was removed from the legislation in 1974, somewhere around that time.

He, looking at the legislative history and the distinction in the legislation between notice of decision and delivery of notice of decision, said that in fact that 40 days did not relate to the delivery of the notice; it related to reaching a decision. We reach a decision right after the hearing and all three members sign the record of hearing to show that is the decision that has been reached.

1640

Mr. Allen: There was obviously some confusion around the interpretation of the act in the field, because I have certainly encountered cases where the regional office would argue that the 40 days did not begin with the setting of the hearing but at the point of the hearing itself. We found rather odd that this part of the act, which is quite clear, was confused in regional offices.

I guess what I am trying to clarify is what is the normal gap between the point at which the decision is made and the time that it takes to get the notice of decision out. Clearly, if one is talking in terms of backlog, the critical question then becomes the outside date which is the obligation to get the notice out by. What is the latitude in time that you avail yourselves of in the office in getting the notice out? Does that follow instantly or within a week or is that a time span that is quite expandable and, if so, for what reason? Do I make myself clear?

Ms. J. Campbell: Not entirely, but let me take a stab at it. The board member takes the file with him to conduct hearings and it is out with him for that week. He comes back and writes the decision anywhere within a week after that.

It then goes through a number of steps. It has to be typed or word-processed at that point. We are encouraging our board members to become computer-literate, because it saves us a whole stage, typing up and reviewing a draft, but at the moment most of the board members are having their decisions typed. They are then reviewed for quality control. Is all the information correct: date, time and place, all that sort of stuff? It goes through a series of steps that then result in a decision coming out and being signed by the members of the panel and going out.

If you are asking me what I would consider a backlog to be at this point in time, given where we are, anything that is coming out within 40

days of the date of the hearing I am feeling quite good about. I do not consider those to be backlogged. I think there has been such a history of late decisions in this board that if we were getting them out within 40 days of the date of the hearing, the system would probably be applauding us, because the time line has been substantially longer than that.

Mr. Allen: From the point of view of the client, the important thing is when he knows. Right?

Ms. J. Campbell: Yes.

Mr. Allen: And that is the notice?

Ms. J. Campbell: Yes, that is right.

Mr. Allen: So that the question of the 40 days or any limit in the legislation or in the regulations ought to pertain to the needs of the client rather than to the needs of the board?

Ms. J. Campbell: Yes, that is right.

Mr. Allen: My point is that it would be a strange ruling that would say that the 40 days had to do with the date from the setting of the hearing to the decision when the decision might not be communicated to the client for X number of expandable days, depending upon how involved the typing, the word processing and all that in-house stuff that had to be done was.

Ms. J. Campbell: Well, that is precisely what the ruling says.

Mr. Allen: The meaningful meaning of backlog surely has to do with a time span that ends at the point where the notice goes out to the client, I would think.

Ms. J. Campbell: Right. When you are in the Supreme Court with the Supreme Court judges looking at the wording of the legislation, as with any litigation he is looking at the words and their meaning. The meaning of the words, as determined by the court, is that the obligation is on us to reach a decision within 40 days, not to deliver a notice of decision.

For all practical purposes, that does not sound as if it helps the client much, which is why I do not want to put a whole lot of emphasis on the decision. I think we have a moral obligation, in spite of the fact that the courts have said we do not have a legal obligation, to get those decisions out as soon as possible.

I take your point that it all seems a bit academic as to when you get the decision out if, when you have reached the decision, the client does not know what that decision is. But the fact of the matter is that in the world of litigation and the way the courts look at the meaning of words as

they are written in legislation, the courts have said "reach" does not mean "deliver."

Mr. Allen: This is my last question on this. The time between the taking of the decision and the notice is normally of what order? Are we talking about a week, two weeks? Is there an average time for the lapses between the making of the decision and the notice?

Ms. J. Campbell: The decision is usually made right at the end of the hearing, when people discuss the—

Mr. Allen: I understand that, but the time lapse?

Ms. J. Campbell: That is where the process of going through the various stages starts. Our goal is to have that process reduced as much as possible. As I said to Mrs. Cunningham, we are looking at whether there is a way we could get an abbreviated decision out more quickly, followed by reasons or whatever; but the problem we have at the moment is that the legislation says our decision has to contain the principal findings of fact on the evidence officially noticed and the conclusion based on the findings of fact. We cannot just send out the kind of decision the courts send out. We have to note what the principal findings are and what our conclusions are.

We are under an obligation to justify our decisions, which I think is reasonable. The problem, of course, is that all of that stuff takes time. That is where we need to establish our operational efficiencies and get very deadline oriented at each stage of this process. But it is not a couple of weeks, because the board member has that decision in his possession on the road for the first five days of that time period. He is still doing other hearings.

Mr. Allen: When you say it is not a couple of weeks, I am not quite sure whether you are saying it is twice that time or—

Ms. J. Campbell: As I said, I start to be concerned when it is more than 40 days from the date of the hearing.

Mr. Allen: Okay. I said that was my last question, but I do have one more. Inasmuch as a lot of what you are speaking about right now is in-house processing time, are there some major impediments you still have to overcome in terms of your in-house activity?

I have heard, and I do not know anything about your internal operations, that it is difficult to get more than so many cases typed up in a given day, given certain agreements that exist with the staff. Is that the case or are there any impediments

which make it difficult for you to move things through your office at the administrative staff level or your office level?

Ms. J. Campbell: No. I am not sure what you mean by agreements with staff. No. If we have an overload on our administrative staff side, we can always meet those peaks by bringing people in to type extra decisions if they need to be typed. No. We do not have that.

We have assembled, actually, a very strong staff team with whom we have worked very hard to spend time having a common mission with the board members about where this board is going. It is an extremely hard-working staff. I think the level of commitment of the staff is very high. There is a lot of pressure because of the need to get decisions out. I think everyone is very conscious of the deadlines and the time constraints. It has been a very difficult process for everybody, dealing with the fact that the decisions have not been coming out as quickly as we would have liked. But no, there certainly are not impediments at the administrative staff level.

1650

Mr. Allen: Okay. One of the—

The Vice-Chairman: Do you still have another one?

Mr. Allen: I have got—

The Vice-Chairman: You keep telling us it is your last one.

Mr. Allen: That was the last one on the question of the backlog and how we understood the meaning of the backlog. I think that is critically important. If we are going to be talking in the future about "the board has got a backlog," I think those of us who are using that language have to understand exactly what that relates to. That is why I have been very careful to try to get a good understanding of that.

I think the Transitions report and the research document that it worked with, Procedural Fairness in the Social Assistance System, struck probably as hard at the whole question of procedural fairness as at anything else. You did make some passing reference to that in your initial comments. I wonder if you could perhaps concretize that a little bit for us. Could you indicate for us what some of the specific procedures were that you have altered as a result of the criticism perhaps that has been levelled in Transitions and in the research that was done for Transitions?

Ms. J. Campbell: I have treated the Transitions report as a bit of an agenda for us. I am very supportive of its recommendations and view it as

a guidepost for how we make changes on the boards. We have established an in-house counsel office. We are very careful that our procedures before and during hearings are nonthreatening and demonstrate respect for the client.

I have talked about the three-member panel. We are working very hard to ensure that people are prepared for their hearing and that they understand what the hearing is. We were very concerned at the number of people not showing up for hearings, so we did a pilot project in London and Windsor. We were having about a 29 per cent show-up rate for hearings, the rest not showing up for their hearings. So we conducted a pilot project in those areas, where we phoned every appellant in advance to say: "We want to book a hearing on such-and-such a date. Are you available on that date?" We would then call him back. We would set the date in conjunction with each person.

We would call him back a week before the hearing to determine that he knew he had a hearing and to remind him he had a hearing, and also that he had received the director's written submission. The principle of natural justice is that you must know the case against you in order to meet it, so we would ensure that he had received the director's submission. If he had not, we would phone the local welfare office or provincial ministry office to ensure that the submission was going to be there in enough time for the person to prepare.

We increased the show-up rate from 29 per cent to 74 per cent in London and Windsor by doing that. We have extended that. We phone all of the clinics to book times for hearings, because we have found that if we do not, they want to reschedule anyway and it does not get us very far. But we have extended our phoning procedure to Ottawa and Sudbury and we are next going to try to tackle Metropolitan Toronto, which is a big bite to chew off, but we are attempting more and more to take the areas where the no-show rate has been high and to target trying to get people to show up for hearings, because it is very difficult to conduct a hearing on a person's circumstances if he is not there.

We ensure at the start of every hearing that people understand the issue that is before them. As a matter of course, we determine at the introduction to the hearing that people know what the issue is and that they are prepared to proceed. If they are not prepared to proceed we will reschedule so that people can seek either the community agency or legal assistance. We are supportive of the duty counsel project here in

Toronto, which has a person in our office paid through the Ontario legal aid plan to meet people as they come in for hearings and if they have not got representation, discuss whether they should reschedule the hearing in order to get that.

We issue summonses as requested by both parties. We also have the power under the Statutory Powers Procedure Act to issue summonses where we think it will help us in our decision-making. We have started to summons the ministry or the municipal director, if we feel that there is information that we do not have and should have in order to make a decision.

I mentioned our commitment to legal representation and we do have an adjournment granted if an appellant wishes to seek legal assistance. We have the capacity to conduct hearings in French and do so as a matter of course. We make available interpreters.

We work very carefully to ensure that people are aware of the seriousness of the hearing and have all of the help that they need. We are putting an enormous amount of emphasis on training of board members, because we know the complexity of the job and the importance of doing it well.

There is a whole series of things that we are attempting to do better. The board has had a policy on reconsideration hearings, for instance, whereby anybody who wanted a reconsideration hearing simply got one for the asking. We think that, as we mature as a board, we have to set some guidelines for the circumstances under which we would grant a reconsideration; there should be *prima facie* grounds for that, as opposed to having people have two hearings before the board and have to come back a second time to re-argue the same issues. We are trying, as a board, to become more mature in terms of our dealing with those kinds of—

Mr. Allen: Do those grounds apply to the minister as well as to the appellant?

Ms. J. Campbell: It would apply to both parties, that you would have to have *prima facie* grounds for asking for a reconsideration. Our procedures committee is just in the process of figuring out what that reconsideration policy will be. When we do have one, we will consult and we will ensure that people are aware of it.

One of the areas for which the board has been very much criticized is the whole area of interim assistance; a rather ad hoc approach to interim assistance. We have tried to establish clear, predictable guidelines for when we will and will not grant interim assistance. We have put out a discussion paper to the legal clinic community, to the ministry's local offices and to the

municipalities to get feedback from them on what interim assistance should be about before we go about setting a policy.

Mr. Allen: Could we have a copy of that?

Ms. J. Campbell: Yes.

Mr. Allen: I would be very interested in seeing that.

Ms. J. Campbell: I can leave it with you.

Mr. Allen: I was going to come to that issue. While you are at it, I wondered whether you had any more observations than just that, with respect to recommendations 150 and 151 in the Transitions report, which deal specifically with interim assistance.

Recommendation 150 is essentially, "If it is proposed that benefits of a recipient be reduced, suspended or cancelled, and the recipient appeals, benefits should automatically continue until a final decision is rendered."

Recommendation 151 is, "If a person has been refused benefits at the initial application stage, interim benefits should be granted if an application to the Social Assistance Review Board reveals that the person would suffer financial hardship pending the appeal."

I presume those are the two questions you are wanting to get some feedback on. Is that the case?

Ms. J. Campbell: No, because we have to deal with the legislation as it is. The legislation now says that if it is determined that a person may be in financial hardship during the time we are processing the appeal, we have the authority to order interim assistance.

That "would suffer financial hardship" is very open to interpretation and in the past the board's policies on interim assistance were fairly ad hoc. What we have done is establish an interim policy on that which basically says that if a person has to rely on charity in order to survive between now and the time the decision is made, they should not have to do that. The fact that you have an aunt who might let you stay with her for a while because you cannot pay your rent we think constitutes financial hardship.

1700

What we have said is that if people are in financial hardship, and we determine financial hardship as having less money than the basic welfare rate would provide you with, then we will order interim assistance. We have got away from this business of ordering interim assistance for one week here, two weeks there, so that you

never know when you apply what you are going to get.

If someone is saying, "I have no money, my rent's not paid, I have bills to pay, etc.," it is a request for interim assistance. We are not requiring that people check off the box that says, "I want interim assistance," because most people do not know what it is. We have broadened the terms under which we will consider an application for interim assistance to be such.

We have also attempted to be quite specific about how we will and will not grant interim. It is an issue of great concern to the municipalities, as the minister well knows, because it is not recoverable. The municipalities feel that if they declare a person ineligible, we order interim assistance because the legislation says that if a person is in financial hardship during the time we are processing their appeal that we should order it, so there is a lot of debate and discussion at the municipal level about interim.

Mr. Allen: So even though you sanction the assistance, it is not recoverable by municipalities. Do they pay it?

Ms. J. Campbell: If we affirm the decision and say that in fact that person was not eligible for assistance, there is no provision for the municipality to then recover that money.

Mr. Allen: So if you order that they are not eligible but the municipality provides it, then it is not recoverable. But if you grant the interim assistance, then it is the ministry providing for the interim assistance.

Ms. J. Campbell: I am sorry, we have lost each other. We can order either the municipality or the ministry to pay interim assistance. There is provision for it in both acts. If a person is applying for general welfare assistance and is turned down, we have the authority to order the municipality to pay interim while we are processing their appeal. At the point the decision is made, it is not that interim if the person has been determined to have not been eligible in the first place. The municipality cannot recover that interim assistance.

Mr. Allen: Your remarks indicated a kind of informality around the application for interim assistance. Is each person who comes before the board made quite aware that if they are in that financial situation of difficulty they do have interim assistance available to them or that you can make a judgement on their behalf in that regard?

Ms. J. Campbell: The only constraint on us is that the legislation says the interim assistance has

to be requested prior to the hearing. It has to be done beforehand, according to the legislation.

Mr. Allen: But you have contact with them before the hearing, so is that not an appropriate time to convey the information that this is available?

Ms. J. Campbell: Yes, and one of the things we are doing in terms of our forms, particularly the form 1, is to ensure that the indication one can receive interim assistance is fairly clear on the form 1.

Mr. Allen: The reason I asked that question is that although the number of applicants has been going down somewhat recently, still there are more than 80 per cent of those who come declaring a need for social assistance and involving themselves in appeals who are not receiving interim aid, judging by the statistics that the ministry very kindly provided us for the years 1984-85 through April 1988 up to November 1988. One would have thought that, given the circumstances of need of most of these applicants—else they would not really be appealing; it would be there in the first place—there would be more requests for interim assistance than there appear to be, since more than 80 per cent of those who need social assistance in the first place and are involved in the appeals are not receiving interim aid.

Ms. J. Campbell: Except that I can actually give you some updated interim figures. The number has not gone down, but if you look at what constitutes our case load, the vast majority are people who want to be declared permanently unemployable or disabled and most of those people are on welfare, so that they are in receipt of an allowance. Many, many of the people who apply to us for hearings are in receipt of an allowance. In interim assistance, 72 per cent of our interim assistance applications between April and December were by employables applying for general welfare assistance.

Those would probably be people who do not have another source of income, but a lot of people who apply to us to have hearings are in receipt of an allowance. They could be appealing the fact that they have not been declared permanently unemployable or disabled, they could be appealing the fact that they have been charged with an overpayment, they could be appealing the fact that they have had a reduction in their allowance due to not making reasonable efforts to obtain support payments from a father of a child or something like that. To assume that every person who is applying to us has no source of income and therefore would be in need of

interim assistance does not in fact reflect the case load.

Mr. Allen: Is it possible for us to get the figures, the breakdown for that period you just referred to, April to December, in terms of the actual status of the applicants for interim assistance?

Ms. J. Campbell: I am not sure.

Mr. Allen: You just said 72 per cent were employables who were applying for GWA.

Ms. J. Campbell: I am extrapolating. My statistic is based on the number that we order to date-of-decision and the number that we do not. The reason that 72 per cent—I am assuming they are employables because we do not order assistance to the date of a decision for an employable person; it is only for a month. We ordered 27 per cent to date-of-decision and they would not be employable people.

I can check, but I do not think we keep a statistic on interim assistance by case load. I have extrapolated from the fact that 72 per cent are for less than to date-of-decision. What we have moved away from is granting some people this for one week, some for two weeks, some for one month, some for two months, that kind of thing. If I can get you that information broken down I will, but I may not be able to. I do not think we keep interim stats.

Mr. Allen: I would appreciate a bit more refined information around all of that, if you could give it to us. I will leave it at that for the moment.

Is there a way of your helping us with the fact that, while we can apparently learn the number of appeals to the Divisional Court and the number of requests for reconsideration, it is difficult for us to know from our sources whether these appeals are made by the government or by the applicant?

Ms. J. Campbell: The difficulty is that—

Mr. Allen: I do not need to take the time of the committee with that right now, but if you could—

Ms. J. Campbell: —the stats have not ever been kept that way in the past. It would require that we go to the courts and ask them to tell us what decisions were made one way or the other. The board has not, in the past, kept those statistics. We are starting to keep them now, but in the past they were not kept that way.

1710

Mr. Allen: You published an annual report; 1984-85 is the last year. Are you going to be resuming that practice?

Ms. J. Campbell: Yes, we are in the process now. Our communications committee is now preparing to have us produce an annual report for this year. I think it is important. I regret that we did not do one last year, but it was half a year for me. With all of the other things to do, it was not, I am afraid, a priority, but we intend to do one and we will do one for this fiscal year.

Mr. Allen: I have only one more little question and that is—

The Vice-Chairman: You said that 30 minutes ago.

Mr. Allen: Well, I am the critic for our party. We have Ms. Campbell here only this afternoon and I want to my ask my questions. I am sorry, this is a time for the opposition, quite frankly. Estimates always are, and I must plead priority.

Mr. Daigeler: Are we rotating or are we not?

Mr. Allen: I am sorry, Mr. Daigeler, but I must plead priority.

Mr. Daigeler: I don't think that is the appropriate position.

Mr. Allen: Go ahead. Check it with your House leader then.

The Vice-Chairman: I am sorry. I have had requests from three of the other committee members to speak. I do not want to have an argument on this, but you have had 45 minutes.

Mr. Allen: I understand perfectly.

The Vice-Chairman: Okay, let's try this one last question.

Mr. Allen: My last question on the whole issue of the Social Assistance Review Board is a question that relates to a specific case, and that has to do with the Girouard case, but I use it because of its general implications. The Girourards, after the decision by the regional office and then the judgement of SARB, were granted, finally, from the regional office, some special assistance that enabled them to cope with massive pharmaceutical costs, you may remember, which still, none the less, left them in a deficit, in terms of their overall income situation, of about \$220 to \$230 a month.

When the board made its decision, it recommended that the minister avail himself of section 8 of the act in order to provide the equivalent of an order in council providing some special assistance. We would have understood that to be special assistance in excess of the special assistance, if you like, that was already granted, in light of the fact that we would have normally understood that someone in Ontario should not, by virtue of the functioning of social assistance

guidelines or legislation, be put in the position of going into debt at the rate of \$230 a month, especially when he is a disabled person.

The minister, when I asked him in the House about this question, said that the order in council really only gave him the capacity to respond in terms of what had already been granted. My understanding is that orders in councils are open-ended. What is your understanding of section 8 and its meaning, in terms of the range of options that are available to the minister?

Ms. J. Campbell: I am not sure, actually. I think I would have to look further into that. It seems to me that our decision made a recommendation, and I think you should address your question to the minister. I think there was a lot of public sympathy for the situation that these particular people were in, and the board members, in their decision, expressed the anguish that they felt in that decision. Section 8 then had us pass the responsibility on to the minister to determine what is the appropriate action in that case. I think I would prefer to let him answer it.

Mr. Allen: May I ask the minister, since we are at that point? He heard the question. If I could just elaborate on it a little bit, I checked with the former critic, Richard Johnston, who had on a former occasion to request that a previous minister avail himself of section 8. The response at that time did entail going beyond even the special assistance that had been granted in particular cases, and in some other instances where he had made that appeal with reference to elderly women who fell outside the guidelines of family benefits, the minister used section 8 in order to give them standing to the point of a \$2.50—in other words, minimum—allowance that was available in order to enable them to take advantage, in this case, of the drug benefits card and to meet their costs that way. Is that option not available to you in a case like this under section 8?

Hon. Mr. Sweeney: Are you addressing it to me now?

Mr. Allen: Yes.

The Vice-Chairman: I think the minister would like to speak to this matter.

Hon. Mr. Sweeney: Yes. The order-in-council process allows me to take a request before my cabinet colleagues, literally on everything. However, the limitation in terms of the decision around the cabinet table is, have all other opportunities been exhausted?

In the particular situation that you refer to, my best recollection is that the shortfall of approxi-

mately \$200 was being picked up. This was in Ottawa, was it not?

Mr. Allen: Yes.

Hon. Mr. Sweeney: It was being picked up by the Ottawa-Carleton social services special allowances, and since they were doing it and were prepared to continue doing it, then I had no way of drafting an order in council and saying that this particular family was in a situation for which there was no other remedy. If in fact the municipality, which, as you well know, has discretionary opening in a case like this, said, "No, we won't do it," then I might have had an opportunity, but given the fact that there was another option in the normal process, then I had no reason to bring forward an order in council.

The particular situation you describe happens frequently. I frequently bring forward an order in council for the minimum payment of \$2.50 solely, so that we can provide the person with a drug card.

Mr. Allen: The point of my questions to you in the House was to try to point out that after the local decision had been made to grant special assistance, it still only covered three quarters of the cost and that they still in fact had \$200—and some regularly that had to be paid for medical supports beyond what was allowed in the local special assistance judgement. That was what we were trying to ask you to use your section 8 powers to remedy; namely, to get Charlene Girouard back on to family benefits on the \$2.50 basis so that she could then have a drug card that would cover all of those costs.

Can I run those figures back to you again after these estimates?

Hon. Mr. Sweeney: Let's take another look at them. I think that Ms. Campbell's comment is an appropriate one. The board obviously makes orders, which we either obey or appeal. The board also has the opportunity to make recommendations, which are then in my ballpark; it is no longer the responsibility of the board. I think we can deal with that apart from—

Mr. Allen: It sounds to me from our exchange right now that there was some misunderstanding around what was covered by whom.

Hon. Mr. Sweeney: That is possible. Let's review that.

Mr. Allen: I think the judgement from the board came after the global decision to cover with special assistance and was with reference to the outstanding problems Girouard still did have. Anyway, Madam Chairman, I yield the floor.

Mr. Campbell: First of all, I am pleased to see Ms. Campbell again. In our former lives, each of us was responsible for this area municipally and I am pleased to see her in her new role.

The Vice-Chairman: You are not related, is that correct?

Mr. Campbell: Yes.

Ms. J. Campbell: Except that Sterling's mother shared the constituency I used to represent and when I first ran, my mother came around with me and people would say, "My, Mrs. Campbell, how you've changed." They thought my mother was Maggie, or else they thought—it was wonderful for me. I went to Sterling's mother after I got elected and thanked her for my electoral victory, because she had a great deal to do with it.

The Vice-Chairman: I did not realize there was a relationship.

Mr. Beer: Better stop there.

The Vice-Chairman: Yes, I think so.

Mr. Campbell: I have a number of questions on the actual mechanics. You mentioned earlier that when you are travelling afield, you have the capability of making a decision shortly after—based on your hearing, you can make a decision fairly quickly—but that you wait a week, five days, whatever. With a fax machine or some such other device, that could be transmitted perhaps for typing the next day, at least a rough draft or whatever, to speed up that process. I am wondering if that part of the process could be looked at, because there are portable machines you can carry around to fax those into wherever you do the typing; I imagine Toronto. There seems to be a five-day lag which may not be necessary.

1720

Ms. J. Campbell: As I said earlier, we are looking into options that will allow us to get decisions out faster. At this point in our development as a board, for us to be writing decisions on the spot and faxing them out, I think we are too new a group of people to feel comfortable doing that. I think people need more time to ensure that they have explored all the issues in relation to a decision they have to make to do it now.

One of the things I have been looking at is whether we could determine a point through the process which is somewhat after that but before the actual going out of the full-blown notice of decision, where we could get a preliminary notice out. In the end, we want to write really

good, quality decisions. If doing that is going to jeopardize the quality of the decision, then I would be concerned about that. We will try to figure out how best we can balance the need to ensure that our decisions are ones we are comfortable with, as well as the need to get them out on time.

Mr. Campbell: I guess the point you had made was that that evening or right after that hearing, some of the decisions are made. That is why I was saying that, but maybe I misunderstood. In any event, it is not a major point.

As a former municipal chairman of social services, I know that under the old system there were massive delays and then all of a sudden at the end of the municipal budget year you would get a number of decisions coming down which would affect the budget of the municipality to some extent, probably not as much in Sudbury as it might have been in a smaller area municipality. I am told now by my colleagues on the municipal scene that that process is much better. You are able to get a faster turnaround and therefore the impact is not as great on the municipality. I am not asking for a comment, but I think it is worth while to point out that the system has changed for those municipal administrators who had to make a very large allowance for this kind of thing and were uncertain about the decisions.

On the other hand, to re-emphasize a point raised earlier about municipalities, and I think you somewhat confirmed it by saying that the majority of the cases are supplementary aid or special allowance—No? The other way?

Ms. J. Campbell: No. The majority of our cases are permanently unemployable disabled, people who are currently probably on welfare but want to be declared permanently unemployable and put on to the family benefits system.

Mr. Campbell: Okay.

Ms. J. Campbell: That is the largest number. Also, we do not have jurisdiction over special assistance or supplementary-aid items.

Mr. Campbell: Maybe I will go back, then. You have somebody in circumstances you have just described, and they are appealing, when you are talking about interim assistance. The municipality is not upheld in your decision; the appellant wins. The municipality, then, is basically stuck for the interim if that person is not able to make a case or the municipality is not able to make a case by saying, "Okay, we have to cut you back by a certain percentage because your appeal was not given."

I am just concerned about that trend improving, although I recognize very strongly the reason for the board to make sure that the person who may not have the circumstances be protected. At the same time, there is a concern that the municipality be protected some way as well. I am a little leery or concerned that if we move too far in one direction some municipalities could face a fair problem in that.

Ms. J. Campbell: There is no question. It is an issue for a lot of the municipalities. They are very concerned about their tax base. For instance, a lot of the applications that we get for people to be declared permanently unemployable or disabled have the municipal worker there at the hearing in support of the application. There are people who have been on the municipal case load as unemployables. I think the Social Assistance Review Committee report refers to between 35,000 and 45,000 unemployable general welfare assistance recipients who are on the GWA case load as unemployable.

There has been a real move by a lot of municipalities to attempt to move those off their case load. They come to our hearings in support of a person to have them obviously go on to the system that is 100 per cent provincially funded. I think approximately 32 per cent of the combined case load is disabled people. It is a very substantial group of people and the municipalities obviously are very concerned about it.

Mr. Campbell: That was the other point I was going to raise, that change over time. In our municipality, we got it dropped from a 90-day turnaround to a 30-day turnaround. In a lot of it, I think, where the cases are being dealt with, the government of the day was probably embarrassed at the time at the number of times they had told us it was a shorter time frame and it turned out, because of those appeals that were happening, that it was actually a longer appeal time, prior to our being around.

Ms. J. Campbell: Is Sudbury an integrated municipality?

Mr. Campbell: No.

Hon. Mr. Sweeney: I do not think so.

Mr. Campbell: No. It is still in the pre-stage, I think, right now. It is neither fish nor fowl, but it is working. It is amazing how some of these programs that get put together between the municipality and the province work.

Mr. Jackson: You mean now that you are here it might work.

Mr. Campbell: Some might say that. Not us. As long as they are not in my community, it is all right.

I guess the point is that the turnaround time is being cut, perhaps, because of the number of cases that municipalities have, as you have just described. Do you sense that you would have any impact on the turnaround time?

Ms. J. Campbell: No, because the turnaround time I think you are talking about is for people who are accepted. If the person is granted, then the issue of turnaround is an issue. If the person is not granted, then he gets thrown back into our system and the turnaround time is obviously slower because the province did not feel the person was eligible in the first place. I think when you talk about turnaround you are talking about people whose applications have been accepted.

Mr. Campbell: What I was suggesting, though, was that perhaps the ministry work a bit harder if there are a number of cases that are in dispute. I know what you are saying, but I will leave that.

Ms. J. Campbell: The minister can talk to this better than I can, but I think the decentralization of the medical advisory board has had an impact on turnaround time.

Mr. Campbell: On the volume indicators, the requests for hearings and the hearings held, you are probably aware that a similar body acts like the Ontario Municipal Board, for example. A lot of people go to that final courthouse doorstep and then they agree to disagree or they stop it because they have stalled that project, or whatever it is. That is the tactic they use.

The OMB has a frivolous-hearing situation. I do not want to use it in this context, but what kinds of things—when you were talking about the pilot projects, the no-shows, how many of those perhaps might be of that nature, that type of comparable frivolous-hearing or Ontario Municipal Board kind of thing that might be something with which they are just trying to buy time?

Ms. J. Campbell: I do not think that ever happens in our circumstance because the thing that launches the appeal is a decision to either reduce someone's allowance, cancel it or deny it in the first place. So it would not be in the appellant's interest to buy time, because that allowance has probably already been reduced. If we have granted interim assistance to date of decision and people are rescheduling hearings a lot, then that is obviously of great concern to those who are paying out the interim.

1730

We struggle a lot with that issue, because if a person is on interim assistance and arrives at a

hearing without legal representation and is informed at the start of the hearing that we want him to be assured that he is ready to proceed, and he says, "I really do not feel I am ready to proceed. I think I should get a lawyer," then we will reschedule that hearing. That is in spite of the fact that the person is on interim assistance.

More generally back to your question, we have a lot of cases that are closed before the hearing actually happens, withdrawn by the appellant or the appellant's representative, where we determine that we do not have jurisdiction; that the hearing is premature for some reason; that we do not have jurisdiction because the person no longer is in receipt of an allowance. There is a whole range of reasons why we would determine that we do not have jurisdiction.

It says here, "Social Assistance Review Board hearings cancelled": the projection is 880. If you add in ones that do not even get a hearing booked—and therefore the hearing is not cancelled, it never gets booked in the first place—we have already closed 866 in this fiscal year before coming to a hearing. One assumes that most of those have been settled. The reason that the appellant or the clinic usually has withdrawn is because they have settled in one fashion or another.

We think that that generally means that the system is working quite well. Obviously, you would want the decision not to have been made in the first place if it is not a good decision, but if there is a process by which there can be some intervention to ensure that people do not have to go to a hearing, then obviously that is in everybody's interest.

You have given me a chance to point out that where it says "court appeals filed, planned, 1988-89," the figure of 40 is actually, I think, not accurate. We have only had eight appeals to the court so far this fiscal year. So we are projecting no more than 15.

Mr. Campbell: Those were my next two questions: The "SARB hearings cancelled" and you explained that. How many, when you say "cancelled," would be cancelled due to factors beyond your control? One cannot fly in that day and one is postponed; would that be your terminology there?

Ms. J. Campbell: Yes.

Mr. Campbell: And it would eventually show up somewhere else?

Ms. J. Campbell: Those are what we call reschedules. I can give you some figures on that.

Mr. Campbell: I do not need to know the number. I just wanted to clarify the term

"cancellation." You partially explained it, but I wanted to just underline where—

Ms. J. Campbell: The number of reschedules is quite high. Between August and December, which is when we started to track it on the computer, we had 454 hearings rescheduled; 78 per cent of those were by the lawyer, by duty counsel, or by the appellants themselves. That is, people who actually asked for the hearing saying, "I would like to reschedule because I am not prepared to proceed." We, from experience, have started to phone in advance to see whether people have representation to book a hearing, because usually the legal representative will not want the hearing to proceed as quickly as we would probably book it, as he wants to assemble appropriate evidence, etc., to bring to the hearing.

On rescheduling of hearings: We rarely reschedule ourselves. We will reschedule if it is determined the municipal or the ministry's submission is not there. We cannot conduct the hearing unless we have a submission in front of us. We sometimes will reschedule. Then there is weather and that sort of thing. We do have situations where, because we are travelling all over the province, we are going into whatever the weather happens to throw at us. We will have situations where we have to reschedule for those kinds of reasons. This winter is worse than last winter for that.

Mr. Campbell: Okay. I will not say "last question." I think it is, but there may be a question from it. The "court appeals filed" section seems to be dramatically lower or you suggest it is dramatically lower than previous years. Can you suggest what the reasons would be for that? I know you are doing a better job and everything, if I might be so bold perhaps, but there must be another—

Ms. J. Campbell: One hopes that is the reason.

I actually think that appeals on substantive issues to the courts are something that we should not view terribly negatively. I think that legislation is open to interpretation. We choose to interpret it one way, others choose to interpret it the other, and what you want is the very best decision to go to an appeal so that you can get a clear decision out of the courts.

Tribunals, by their nature, are more expert in their own legislation than are the courts, so the risk you take in having an appeal go to the court is that it is going to come before a panel of judges on the Divisional Court who know nothing about social assistance legislation. You risk getting a

decision out of them that is not helpful, because it does not clarify the issues in the way you would like. In some cases, it further complicates the interpretation of the legislation.

I guess my feeling is that if you have written a good decision that challenges an interpretation of the legislation or that has a different approach, then we should not see an appeal of that as being something negative. If the ministry appeals us on one, for instance, I do not see that as being that the ministry thinks we are doing a bad job. It is just that we all have words. We need words to establish what the legislation is, and those are always open to interpretation, so the courts can play quite a helpful role.

If we write a bad decision that is unclear, that does not set the issues out well, then you can almost guarantee you will get a bad court decision on it because it did not set the issues out well enough. I always hope that the decision is a good enough one that it will get a good result. I do not feel as negatively about decisions being appealed as some others may. I think it is a healthy part of the process.

Mr. Campbell: To follow up on that: Where you have a fairly dramatic decrease, it means that you are getting used to the job, you are writing clearer decisions or the legislation is changing to reflect the kinds of situations you are in or it is clarified or amended. It means those are the issues. It is not really a positive or negative thing. It seems that you have sort of a clearer way of working.

Maybe the practices are clearer, maybe the legislation is clearer and maybe the courts or people are understanding you better. I sense that in the regular court system it may happen that, because the judge did not say what colour dress you were wearing that day, all of a sudden the whole thing is thrown open and you go off to appeal. That is the general public perception; the technicality kind of thing. But where it goes down dramatically, I think it is important that the reasons are there to show that things happen and what are the reasons for them. It may be an analysis by the ministry or by the board, and I leave it open. Maybe it is helpful for everybody to understand because there are other boards and commissions where the appeals may be going up, and you may want to compare those kinds of things. That was just a general comment.

Ms. J. Campbell: The other thing that is worth noting is that, as with all litigation, most of these ones never end up actually being heard by the courts. They end up being settled. It takes a long time for cases to get to the courts. We were

supposed to have one heard in the middle of January, and just days before the appeal was to be heard—this is a decision from before my time—the appellants withdrew, and it is quite common to have that happen.

The other thing to mention, in fairness, is that the fact we have had a backlog and decisions have not been coming out may be reflected in the number of appeals, just because the decision had not come out yet, so it may look better than it really is. We will have to see when the year ends.

The Vice-Chairman: Mr. Beer, do you have a short question or a long one?

Mr. Beer: Perhaps neither. I was interested in some—

Mr. Allen: I do not want to be discourteous, but I believe this is the last day Mrs. Cunningham can be with this committee, and I think it would be appropriate for the minister to have time to respond to her initial comments and questions in the time that is remaining.

The Vice-Chairman: How will we divide the time?

Hon. Mr. Sweeney: I am ready any time. It does not matter.

The Vice-Chairman: I would like to give Mrs. Cunningham another question. Mr. Beer, is yours going to be short?

1740

Mr. Beer: Yes, I will make it short.

Mr. Allen: It is not a case of another question, Madam Chairman; it is the case that the minister has not yet responded to her initial remarks and this is the last time she is going to be here.

The Vice-Chairman: All right. You had the same point, did you, Mrs. Cunningham?

Mrs. Cunningham: Yes.

Mr. Beer: I guess that means that we are finished with Ms. Campbell, I would take it, at twenty to six?

The Vice-Chairman: Is everyone agreed to that or, if there is some time remaining, do you want to go back to question Ms. Campbell? Is that the agreement?

Mr. Beer: I do not think, in fairness to Ms. Campbell—

Hon. Mr. Sweeney: Excuse me. In all fairness, I think there was an agreement from the committee that we would invite Ms. Campbell for one afternoon and that she would not be required to come back. I think that was understood.

Mr. Beer: Yes.

The Vice-Chairman: Minister, will you be taking the 20 minutes to respond?

Hon. Mr. Sweeney: I do not know, quite frankly. It depends on how much Mrs. Cunningham interrupts me.

The Vice-Chairman: Okay, let's go that way.

Mrs. Cunningham: We cannot make any comments on that, Minister. I wish I could.

The Vice-Chairman: Maybe Mr. Beer can ask his question of Ms. Campbell in private at the end of the meeting. Thank you.

Hon. Mr. Sweeney: I am reasonably sure that if on reflection any of the members have further questions, we can get the answers from Ms. Campbell and pass them on to you. But in fairness to her time frame, it was agreed that we would invite her in for one afternoon.

The Vice-Chairman: Correct. Thank you very much. You have promised the committee one piece of information, I think, at the request of Mr. Allen.

Ms. J. Campbell: Yes, I will find out how much more detail I can give you on interim. I know that we have not kept stats. You asked about amounts. We are not keeping our stats that way on interim, but I would be happy to talk to you about it and give you whatever I can. Thank you all very much. You are much less—

Hon. Mr. Sweeney: We are not hostile here.

The Vice-Chairman: You did provide a great deal of detail.

Mrs. Cunningham: If we were, you did not show it at all.

Hon. Mr. Sweeney: Thank you very much.

The Vice-Chairman: Thank you for your sincerity and frankness.

Hon. Mr. Sweeney: Madam Chairman, I believe that the understanding is that I will attempt to speak to the issues Mrs. Cunningham raised in her opening statement. My recollection is that she indicated that some of the points she had raised had in fact been covered. I believe I also covered some of them with respect to Dr. Allen's response. So I may be repetitious or I may miss one, and if that is the case please bring it to my attention.

Mrs. Cunningham: Before you start, are you going to try to fit in some of the answers to these?

Hon. Mr. Sweeney: We have those as well. It is just a matter of time, that is all.

Mrs. Cunningham: That is all right. Go ahead.

Hon. Mr. Sweeney: The other possibility that was suggested by someone, and I cannot remember whom, is that we respond to those printed questions as the items come up in the order, but we will start on these as well, if you want us to. We are ready to do it.

Mrs. Cunningham: Okay.

Hon. Mr. Sweeney: I will try to keep my answers fairly brief. I had intended to spend some time on this, because Mrs. Cunningham had spent a great deal of time in preparing her remarks, but I will shorten mine up a little bit.

The first comment that Mrs. Cunningham made was a reference to the backlogs and delays in programs. I presume the reference there was to the fact that we have people waiting for just about every service that we offer. As Mrs. Cunningham will remember, I responded to a similar question in the House and quite openly admitted that this was the case.

Let me just point out to you that one of the reasons that we have these kinds of waiting lists is because we have expanded a number of the programs. In the areas of community services to the disabled, community services to seniors, day care, services in the area of family violence, in all of these cases and others that I will not bother mentioning the programs and the services available have been expanded considerably.

One of the things that we are discovering is that as we expand programs more and as it becomes better known in the community that the services are now available, where people felt it was not even worth while applying for them before—and please do not misunderstand me; I am not taking any credit for this; this just seems to be the reality and I suspect it would happen at any level of government and whoever was doing it—then you simply get more people lining up to ask for the services.

As I have said over and over again, we have doubled or tripled the amount of service available in all of these areas and therefore many, many more people are lining up to ask for the service. We are going to continue to provide more and more of it, as we have committed ourselves in all the areas I mentioned, but I doubt very much that we are ever going to be able to cut back on waiting lists. What we can hope to do is to reduce the numbers, but they are always going to be there because we simply cannot keep up to them.

Mrs. Cunningham moved on to comment on the administration costs taking away from the money we actually put into programs. I believe her reference was to the fact that in a number of areas the administration costs for various pro-

grams seem to have gone up. We had an opportunity, Mrs. Cunningham, on the one day you were away, I believe it was Tuesday, to make several references there that in many cases those increases or decreases in costs really reflected a movement of budget items from one part of the budget to the other, that they did not reflect the kinds of increases that might be suggested.

But the other point I made very clearly was that if we are going to expand our programs, for example, day care, if we have to get out into the community and help people set up new centres, provide more subsidies, introduce the direct grants, the only way we have any hope of doing that is to have additional staff. The biggest difficulty we are facing right now, and I said this in my opening remarks, is trying to expand our programs without an equivalent increase in staff. We do that, but there is an increase. That obviously means we have to provide space for them, we have to provide transportation services for them or cover their costs, we have to provide support staff to them.

Therefore, what I would ask is that when you are looking at the increased administration costs, you will probably find that where they are most noticeable they reflect an increase in the program coverage as well. Where that is not the case, I would certainly ask you to bring it to my attention, because then we do have a problem. If we are just putting money in for administration without a corresponding increase in program coverage, that is a legitimate complaint, but I would ask you to understand the other point I am making.

You then went on to talk about the need to streamline cumbersome processes, talking about a number of areas. I would draw to your attention that we are involved in a number of initiatives ourselves to do that very thing. For example, you are aware of the fact that we will shortly be hearing from the provincial-municipal review, which is a joint undertaking by municipalities and my ministry to streamline the processes whereby the two of us jointly cover programs. We both agreed, I guess it is about a year ago now, that there appeared to be some unnecessary duplications and there really needed to be an understanding of who was going to be primarily responsible in this area. For example, just in income maintenance, does it really make a lot of sense that the province delivers the family benefits program and the municipality delivers the general welfare program, when in many cases it is the same people we are serving, maybe at

different points in their need but the same people?

As you know, in about six or seven areas in the province now we do have some pilot integrated programs so that the municipality is doing the whole thing. We are looking at a number of programs. We are looking, for example, at our joint participation in day care, our joint participation in the operation of homes for the aged, our joint participation in the operation or the funding of family violence centres, and the list goes on. That is one thing we are doing right now to streamline in the very way you talked about.

You will, of course, be well aware of the fact that SARC was designed to do that very thing. When we looked at our income maintenance programs we said: "Look, they're so complex, they take so much unnecessary time on both sides of the table, both for the client and for the ministry or the municipality, there has to be a better way to do that." That was the purpose of that one.

I would draw to your attention also that when we drafted our multi-year plan to provide services for the developmentally handicapped, both those who are currently resident in the community and those who are resident in institutions but want to move out, the whole purpose of that plan was to bring a better administrative process to that particular activity. That is why it was designed that way, because there was a bit of helter-skelter to it before. Everybody was doing good things, but it was not clearly defined as to who was going to do what and in what kind of order they were going to do it.

When we move somebody out of an institution now, there is a whole series of steps which take place that everybody knows about, everybody understands, and those who are responsible for implementing them all have them in place at the right time.

Finally, I would point out to you that we are completely streamlining our young offenders activities both with respect to open custody facilities and secure custody facilities and, of course, the new program now available in the province with respect to alternative measures, which the Attorney General (Mr. Scott) and I have jointly put in place.

1750

I would close by saying that one of the ways we think it is extremely important that we streamline is closer relationships with the Ministry of Health and the Ministry of Housing. Those are the two ministries that we work most closely with, because, again, we are dealing with the

same kinds of clients. That process is under way and the criticism you bring is certainly a legitimate one.

You then moved on to child care and spoke about the whole question of affordability: To what extent have our new initiatives really reflected the question of affordability?

I would say first of all that the direct grants we have put in place were intended and designed to affect affordability in two ways. First of all, the direct grants can be used in two ways. They can be used to increase the wages—and this was the first priority, the wages of the workers themselves—so that in order to do that we did not have to take more money from the families, the parents, to get more money in the centre so that therefore it could pay more wages. So we are offsetting the affordability question that way.

The second purpose for which the direct grants can be used is in fact either to stabilize or in some cases actually reduce the fee parents are paying. That direct grant was designed specifically to deal with the question of affordability as well as to deal with the question of low wages. As I am sure you know, the previous difficulty was that we simply had to ask the parents for higher and higher fees in order to start dealing with the wage problem.

The second thing we are doing, and you are aware of this as well, is a move from a needs test to an income test. We have a team within the ministry right now, the child care branch of the ministry, that is working out that process, and I wish I could give you a time line on that, but I suspect that if I do, I am probably not going to be able to meet it. I just wanted to be sure that you understand that is the purpose of that move, to deal with this question of affordability so that we can assist some people at higher ranges than what we are doing at the present time.

You then moved on to the question of quality. As you probably would expect—

Mrs. Cunningham: I thought that was a very good response. I am really impressed.

Hon. Mr. Sweeney: It was one of those situations where we knew we were going to have to do it and I knew I was going to have to answer you, so I said to my staff, "Why can't we do it now?" So you have got part of the answer this afternoon.

The second point I would draw to your attention is that we have moved in the whole area—

Interjection.

Hon. Mr. Sweeney: Well, it simply points out that when opposition critics push a little bit, they

get a response and everybody benefits from it. That is the nature of the process around this place.

Mr. Beer: Does that mean if they push a lot more that—

Hon. Mr. Sweeney: Sure, it helps.

Mr. Beer: What about government members then?

The Vice-Chairman: The minister well knows; he was there.

Hon. Mr. Sweeney: One other initiative we have embarked on is to set up an advisory committee in every one of our local area offices. They are available particularly to nonprofit groups and to workplace day care centre groups that want to set up a centre. We meet with them and review with them the legislation, the financing arrangements, the kinds of staffing requirements and the things that they have to have in place. What we are doing increasingly is getting people starting up centres who are much better prepared to deliver the job on a quality basis than what was the case before. That appears to be working reasonably well.

The poster we have already talked about.

The direct operating grants, by the way, also indirectly affect quality, because one of the things that the centres were telling us was that as long as those wages were low, they were losing their good people, they had difficulty attracting good people, and that if we really wanted to speak to quality, one of the first things we had to do was to speak to the wage issue. As I say, indirectly that affects quality as well.

You mentioned a reference to staff shortages. I would share with you that just a week ago—and I have done this on two or three occasions—we consulted with the early childhood education association of the province, which works very closely with us in determining the kinds of training programs that ought to be done.

They perform another service for us that many people are not aware of, and that is that they do the equivalency rating. As people come into Ontario from other jurisdictions, they will rate them in terms of their equivalency to the Ontario requirements, and frequently, instead of telling that person, "You've got to go to a community college for two years and get your certificate," we are able to determine, with their assistance, "There are only two credits that you're missing here, and here's how you get those two credits and we can get you into our centre very, very quickly."

We also have embarked upon a co-ordinating program with the community colleges as to how we can have more people in place. We are looking at different time lines for different purposes. For example, we are asking quite clearly, "While it might be quite appropriate that you have a two-year training program for graduates who are going to be in a supervisory role, is there any way that we can have a shorter program for people who are going to do some of the direct services and who can then, over a two- or three-year period, upgrade themselves, much as we do in the teaching profession?"

We do not expect everybody to have a master's degree if they are going to start teaching; they will come in with a bachelor's and they can upgrade themselves as part of the process. We are looking at that whole issue.

If I can move on to your references to the integrated homemaker program, I would draw to your attention, and I think I mentioned this once before, that there seems to be some sense that this is "the" program for homemakers in Ontario. Of course, that is not true. You will be aware of the fact that long before the integrated homemaker program was introduced at all, the Ministry of Health had long been operating its home care program. That does employ and process approximately two thirds of all the homemakers in Ontario right now. The Ministry of Health has a very substantial stake in the delivery of homemaker services. Of course, you know that they deliver it in conjunction with the medical services they provide through their home care program.

One of the reasons for introducing the integrated homemaker program a few years ago was a recognition that people were staying on the home care program and quite frankly getting unnecessary medical services. In other words, they were sending in a speech therapist, a physiotherapist or a nurse one day a week just so they could continue to justify the homemaker part of it. We all agreed that did not make an awful lot of sense, both from a practical point of view and from a cost-effectiveness point of view.

What we have discovered, and the Ministry of Health has confirmed this, is that since we have operated or opened our integrated homemaker program in 18 sites across the province, there has been a noticeable decline in those centres, those sites of use of the homemaker program. Therefore, we are just beginning to recognize some operating efficiencies there.

You asked why we are limited to 18 sites and when we are going to do the whole thing. I would

remind you that when the program was introduced, it was to be six sites as a pilot program. We moved more quickly; we introduced another 10 sites the following year and then two sites the subsequent year. Our intent was to move then to the others. We want to match roughly 38 sites across the province, which is the same number of sites that the home care is in. We obviously have 20 to go.

The reason we are not moving forward is twofold. First, you are all aware of the difficulties we are encountering in simply managing what we have. Second, it has become apparent to us that the takeup was much more intense than we had anticipated. We are finding a higher percentage of elderly people who are actually buying into the program, and the need that they have seems to be for a greater number of hours per week than we had anticipated. Therefore, while we had anticipated that \$60 million would cover the program in all 38 sites across the province, we now recognize that in the coming year it is going to cost almost \$60 million simply to maintain the 18 sites.

So there is a very severe rationalization and appraisal going on right at the present time by Health and ourselves as to how we move in that direction. Quite frankly, I have to tell you I want to do it as quickly as I can but, until I am reasonably certain that we are going to be able to manage it, I am reluctant to move ahead into even more sites when we are having the kinds of difficulties we are with the sites we have, given the fact that we are spending a great deal of money on it. But we will do it.

You then moved on to question the child abuse registry and the Nick Bala report, the fact that everyone seems to recognize that the child abuse registry is not as effective as it should be, that people are getting on there who perhaps ought not to be and that there are all kinds of appeals. At the same time, it cannot be used for any kind of screening process. These are all the issues that Nick Bala drew to our attention. I think you will recall that at some point I indicated that I had received the report, that I found it very favourable and that I wanted to make a move on it. That is where we are at right now.

The difficulty we are facing goes back to something I talked about earlier, I think in response to Dr. Allen's comment about the implementation of the adoption disclosure. Once again, what hit us and hit us very, very hard is that when you are going to do that kind of thing you need a lot of staff. I am afraid I am going to keep coming back to this particular problem.

We have a very small staff in adoption disclosure and, as soon as we opened the door, again the backlog. Some people talk about years and years of waiting. We have been in operation for only a year, so you really cannot have these long waiting lists, but one of the things that was brought to our attention very forcefully by the children's aid societies was that if you are going to introduce this whole new approach for child abuse registers, where the children's aid societies were going to have to become much more involved than they were at the present time, then they say: "Minister, we have to have more staff at our level. That means you have to give us more money."

1800

I have indicated to Dr. Bala that I have no difficulty at all with his recommendations. The only problem I have right now is getting the necessary resources, both at the ministry level and transferring sufficient resources to the children's aid society level in order to do what the report requires us to do. If there was one point that Dr. Bala made, and I think he said this publicly on a couple of occasions, he has designed a process which has to be implemented properly or it is going to do more harm than good.

Frankly, his recommendation to me was: "I hope you can move on it as quickly as you possibly can, but please do not move on it in a piecemeal fashion because it is just not going to be effective. If you cannot do a good job, do the best you can with what you have now for a little period of time, or just scrap the whole thing." As a matter of fact, I think that is probably what his preference would be. From a public point of view I think you know how much difficulty I would have if I were just to scrap the whole thing, despite the fact that we all know it has severe limitations.

The Vice-Chairman: Minister, it is almost six o'clock. Do you want to start another—Mrs. Cunningham, what is your wish?

Hon. Mr. Sweeney: If everybody will agree to about two or three minutes I can deal with the last couple of issues. The only problem is that we are not going to be able to get to that other list. You have it all and we can do it. Just let me close off quickly.

Mrs. Cunningham: You see, the value of these is, you are sounding so good. It gives you an opportunity to answer all the questions. I understand the value of the estimates for all of us here. We should be doing this more often, but there is not enough time.

Hon. Mr. Sweeney: Quite frankly, you are correct. It forces me as the minister—

Mr. Allen: Take it easy, Mrs. Cunningham. I mean, really.

The Vice-Chairman: Minister, please continue. We are going over time as it is.

Mr. Allen: I would not have fought for the floor for you if I thought you were going to go on like this.

Hon. Mr. Sweeney: I was only going to say that to the extent that the minister is better informed and, hopefully, will do a better job, the estimates force him to do that. That is the value of the process. It keeps me on top of the situation.

Mrs. Cunningham: Mr. Allen is teasing me and I know that. When you get this kind of information, you can ask good questions. This is the best book of estimates I have seen of all the ministries. I applaud you for that. It also gives us the opportunity to ask the most detailed questions. In asking detailed questions, we can all see where improvements can be made. I stand by my questions here.

My point is, why are we rushing? There is so much to do. If we go through this process properly, so that everybody has an opportunity to explain, then I do not go away with my usual attitudinal problems when I do not get questions answered, like, too much finance and services, too much information. That is what I am thinking right now. That is why I need you to explain it. Then I know by my questions sometimes that we can influence your thinking, but more important that of the staff because they are here for ever and you and I may not be.

Mr. Barnes: I am not here for ever.

Mrs. Cunningham: You looked happy the last time I was chatting with you.

Mr. Barnes: I may be happy, but that is because I know I will not be here for ever.

Mrs. Cunningham: You will be here a lot longer than us, let's put it that way.

The Vice-Chairman: I guess Mrs. Cunningham is saying that every ministry needs an estimates junkie because that is what the minister credited this to.

Mr. Beer: Now, wait a minute.

Hon. Mr. Sweeney: No, not you, one of my staff.

Mrs. Cunningham: But I have not been here long enough to be called a junkie. It does not take very long.

Hon. Mr. Sweeney: It was not to you, it was to John Macdonald of my staff who helps to put that document together.

Mrs. Cunningham: That is right. I appreciated that. I think they should be happy they have you and not make fun of you at all.

The Vice-Chairman: The minister wants to complete. He has asked for a very few minutes. I hope it will be—

Hon. Mr. Sweeney: I do not want to take any more time. Just let me finish this one area. Mrs. Cunningham brought up the question of transition houses. You know that we are going through a long and protracted negotiation with the Ontario Association of Interval and Transition Houses. I did want to point out to you that, in fact, there has been considerable growth in the number of houses. We are up to about 100 now, I think, all together.

There has been considerable growth in the budget, from about \$6 million to about \$31 million. But the most important thing is that we now have child support workers in just about every house, I think, Mr. Barnes, and we now have a stabilizing funding base. The houses are still saying to us: "It's not enough. We don't have enough staff. We don't pay them enough," but for the first time in their history, they now know from month to month and year to year what they are going to get and where their money is going to come from.

One of the biggest difficulties I faced when I became minister and sat down with this group of

people was that they were literally living on the edge constantly. They simply said to us, "We are so concerned about our funding continuity that we believe in our own minds that we don't concentrate our attention on serving the women and the children who come in to see us." I think that has been a real turnaround.

I will say again that we agree with the transition houses that we need to provide more resources to them, they need more staff, they need to pay their staff better, but they are in a position today they have never been in before in terms of their stability and in terms of their security. I think that is really important and needs to be said.

I am going to have to leave the others. The list is fairly long. Mrs. Cunningham knows that as we come up to the various vote items, if she is not present one of her colleagues can certainly bring those questions up again and we will deal with them at that time.

The Vice-Chairman: Thank you all for your interesting questions this afternoon. This committee will meet again in room 151 on Monday right after regular business. As I understand it, we will be continuing the discussion on vote 801.

The committee adjourned at 6:05 p.m.

CONTENTS

Thursday, January 26, 1989

Estimates, Ministry of Community and Social Services	
Adjournment	S-659

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitution:

Campbell, Sterling (Sudbury L) for Mr. Neumann

Clerk: Decker, Todd

Witnesses:

From the Ministry of Community and Social Services:

Sweeney, Hon. John, Minister of Community and Social Services (Kitchener-Wilmot L)

Campbell, Joanne, Chair, Social Assistance Review Board

Barnes, Peter H., Deputy Minister



CA20N
XC12
- 577

No. S-27

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Community and Social Services

First Session, 34th Parliament
Monday, January 30, 1989



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Monday, January 30, 1989

The committee met at 3:46 p.m. in room 151.
**ESTIMATES, MINISTRY OF COMMUNITY
AND SOCIAL SERVICES**
 (continued)

Mr. Chairman: I call the meeting to order. I would like to welcome everyone. This is a meeting of the standing committee on social development, convened to hear and review the estimates of the Ministry of Community and Social Services. We have with us the minister, the Hon. John Sweeney.

We have been meeting for several afternoons and now have approximately five-and-a-half hours left of estimates review for this ministry. It seems to me we are just about ready to move on to vote 802, which would allow us to get into many of the service areas rather than the administrative areas.

I was not here Thursday, so I take it that the questions by Mrs. Cunningham were dealt with and the—

Hon. Mr. Sweeney: Mr. Chairman, if I can fill you in. The bulk of the afternoon was spent in questioning Ms. Campbell, who is from the Social Assistance Review Board, and approximately the last 20 to 25 minutes were devoted to responding to questions from Mrs. Cunningham. I do not believe we got into any further questioning at that point. That is my recollection.

Mr. Chairman: It seemed to me that on Tuesday we had pretty well completed vote 801, which is ministry administration, and we were going to move on to vote 802. We had not voted on it; we were going to stack the vote until the end, which leaves us the flexibility of coming back if need be. Am I correct that we would now begin to go through program administration, field administration, income maintenance and so on?

Mr. Allen: Mr. Chairman, I have one remaining comment on vote 801 and it is—

Mr. Chairman: Under ministry administration?

Mr. Allen: Under development services.

Mr. Chairman: Okay.

Mr. Allen: In point of fact, some of that does raise questions around income maintenance, since the matter we will be wanting some

answers on has to do with the computerized system designed to maintain control of income maintenance activities in the ministry. I think it will be useful to begin at that point. I do not know whether my colleagues have a lot of questions on field administration. I have some fairly small items there, and I would then like to go on to the income maintenance section.

Mr. Chairman: Why do you not carry on with your questions on ministry administration and then move on later.

Mr. Allen: Okay.

Hon. Mr. Sweeney: Can I just advise the committee, particularly Mr. Jackson—I do not know whether he had a chance to speak to his colleague Mrs. Cunningham—that a fairly long list of administrative-type questions were handed to us? We indicated on Thursday to Mrs. Cunningham that we would have a printed response to all of those for her, and if either she or her colleague wished to question us further on those matters as the various votes come up we would be quite prepared to respond. That was the arrangement we made with Mrs. Cunningham, in case anyone is curious as to what is happening there.

I also have some questions from Dr. Allen and I am quite prepared to respond to them at any time. My plan would be to respond to them as the various votes come up, but if Dr. Allen wants to deal with them earlier, I am quite prepared to proceed in that fashion.

Mr. Allen: I am quite happy to wait for the votes as long as we have enough time reserved in that particular vote, which I think had to do with developmental services.

Hon. Mr. Sweeney: That is right.

Mr. Allen: I believe Mr. Jackson has some concerns in that area as well. What is your sense, Mr. Chairman? We have five hours, you say?

Mr. Chairman: We have 5 hours and about 20 minutes.

Mr. Allen: So minus the vote this afternoon; we will have roughly two hours this afternoon—

Mr. Chairman: I think we will probably use all three afternoons this week.

Mr. Allen: So we might end up going well into Thursday. We might not get to developmen-

tal until Thursday, but we might want to begin it perhaps late tomorrow afternoon.

Hon. Mr. Sweeney: We are ready when you are.

Mr. Chairman: Why do you not start with your first question? Then I will go with Mr. Jackson.

Mr. Jackson: If I may, on the point the minister made: If he has the response in written form could he circulate it so that we have an opportunity to read it before we spend a lot of estimates time just reading. It has been the habit in other ministries to wait and then hand this type of thing out at 5:55 p.m. and comment on it. I would prefer to have it circulated when it is available.

Hon. Mr. Sweeney: Certainly; we have enough for you.

Mr. Jackson: Great, thank you.

Mr. Allen: First, I just wanted to remind the minister of the comments of the Provincial Auditor.

Briefly, he concluded that the ministry had not exercised adequate cost controls and had not met scheduled delivery dates in the development and implementation of the comprehensive income maintenance system; that a number of aspects of the problem of control related to project delays and cost escalation, the problem of maintaining proper accounting of the employees who in fact were engaged in the project; that the ministry appeared to be relying unusually heavily upon very costly consultants whose incomes ran between \$250 and \$430 daily and that had its own role in pushing the costs upward.

Further, that the consultants' work was not sufficiently defined from the point of view of the auditor; that numerous problems have developed in the field where the system has been implemented to date; that there were problems with training, but even more serious than that, the most competent staff in the field, apparently, personnel who understood the income maintenance system, made an unusual number of errors in using the system and found it difficult to manage; that in some cases the problems resulted in delays in the issuance of cheques, particularly for general welfare recipients; and that overall people in the field appeared to be of the conclusion that the system had not reduced their workload and that they often appeared to be working more on problems related to the system than on matters related to the welfare recipients themselves.

That constituted a fairly damning indictment of administration of the whole development and implementation of the computerized comprehensive income maintenance system. I do note there were a number of items you and your staff replied to in the course of responding to the Provincial Auditor's observations. However, the auditor himself was not entirely happy with all of your responses. I wonder if you could tell us your sense of where this issue stands at this point in time. Apparently you were leaping in very early, at a time when it was very unusual for consultants and computer personnel to be tackling systems of this scale.

I have wondered, since noting that, whether a lot of the cost and wasted time had to do, perhaps, with jumping in too soon, with the consequences of a lot of false starts being made, backtracking having to be undertaken and what have you. A lot of convoluted activity ended up going on within the enterprise, escalating the costs rather dramatically.

After we deal with some of those particulars, I then want to come a little bit to the question of the relationship between this system and a more simplified model of delivery such as Mr. Thomson suggests.

Hon. Mr. Sweeney: I am going to ask Peter Barnes, my deputy, to deal with the more technical ends of the question. I would just like to make two observations.

The first is to confirm at least partially your final statement that had we had time to look back—I guess it is seven or eight years ago that this was first started—and do it all over again, obviously we would do it differently. The difficulty was that at that point in time the ministry, I think it was 1981 when they started, hired the best firm in the business, a firm that was working with large hospitals, banks, insurance companies and people like that.

They told us very clearly that yes, they could do it, it was no great problem; and they set a figure somewhere in the neighbourhood of about \$3 million. They quickly found out, however, that not only our system but many of the others they were working on were far more complex than they had anticipated.

In hindsight, it might have been easier if we had just waited until everyone else worked the bugs out and then gone out and bought the system. I am sure that is possible. That is not the way it happened and we were left with the residue of a lot of experimentation. You are correct; we quite openly admit that.

The second point I want to make is that a number of the concerns expressed by our own staff people were primarily, as near as I understand from the auditor's report, in the three offices where the project was being piloted. Again, the kinds of things the auditor says are correct, during those piloting sessions I guess everything that could possibly go wrong went wrong.

When you are involved in that process, starting from scratch and having to deal with all of those breakdowns—I do not have a lot of experience with the computerized system but I have enough to know that it can be extremely frustrating when you think everything is at a particular point and it just blows up in your face.

The point I want to make is that now that the system has been debugged—if I can put it that way, I think that is the expression—and is now installed and working in every single one of our offices, that were you or the auditor to go back and talk to the people in those other offices there would be a very different reaction. I think we have to keep that in balance.

There is a difference between talking to people on three pilot sites who went through all the problems and talking to people in the many other offices where they now have a functioning system that does what they want it to do. The word has come back to us that at the rate at which our system is growing, at the rate at which we are processing information, were this not in place we would have to have something else like it.

It is the old story that if you had not invented this system you would have had to invent something else very similar to it. Whether it would have been better, who knows.

With that, Peter, would you go over some of the more detailed stuff?

Mr. Barnes: Yes. I leave it to the committee to determine how much detail it wants. This is going to be fully discussed in the standing committee on public accounts in May, and we will be providing detailed responses at that time in the presence of the Provincial Auditor.

1600

I just want to preface any remarks by clearly stating that we absolutely accept the role of the Provincial Auditor, and indeed he has had many useful recommendations to make to us in a number of areas in the past and in this report.

We do, however, differ with the Provincial Auditor in this instance on the broad and general conclusions he has drawn. We do not agree there was inadequate cost control, though we do believe there were some improvements in pro-

cess that we should have implemented. We were able to identify, on a regular reporting basis to Management Board, the costs of this system and the development of it.

The issue for us was the ongoing decision that had to be taken as to whether or not we backed out of it because of the increase in cost and the incredible complexity of developing the system, which the consultant underestimated and we underestimated, or whether we had to continue. Bear in mind that these decisions were being taken in 1981, 1982 and 1983, at a time when the case load was just shooting up due to the recession that was taking place in the province. Without improved technology we clearly were not going to be able to deal, not only with the volume of work without huge increases of staff, but also the various ancillary requirements to the system, such as working out overpayments and so on.

The other problem that came out was one that you mentioned. What happened was that although I do not think it was specifically said by the Provincial Auditor, it was in the papers that the cheques were being delayed, people were not going to get their cheques. That is just not right. People in fact now can be assured of getting more accurate cheques as quickly as before. They are assured of having necessary changes more quickly undertaken.

As the minister said, we now have it implemented in all our offices and it is providing us with improvements in all sorts of ways. We are developing the schedule for implementation with the municipalities that now want to come on the system.

The problem, and where the Provincial Auditor is quite right, is that it costs a lot more than was originally budgeted. We disagree with the \$23 million. We consider that of that \$23 million \$6 million was cost we would have had to undertake in running the previous system; so that was not cost engendered by implementation of the comprehensive income maintenance system.

Part of the additional cost was the result of enhancements that were not imagined at the beginning but became more obvious as we developed the system. The bulk of the overexpenditure, which I would put around the \$9-million mark, without question resulted from our underestimating what it costs to develop a system like that, and we underestimated it very significantly.

I do not take any pleasure out of that; however, I can point to the fact that jurisdictions in the United States that developed similar systems at

the same time had even higher cost overruns, and if you talk to any banker who was developing systems at that time he had identical problems.

I guess if we had it all to do again we would rather have waited until now when there are better ways and completely different ways of developing these systems, approaches which are much more cost-effective. Those tools were not available to us at the time. Without knowing how the technology would change, the projections we had of case load, the need to marry across municipalities and ourselves, the need to develop a comprehensive system, were such that we felt we had no option but to continue.

With regard to the use of consultants, there are three reasons for the use of consultants. One, where it is a time-finite project you prefer to use consultants. Where special experience or expertise which you do not need on an ongoing basis is required you prefer to use consultants. When there is a limitation on salaries and wages in order to control the number of civil servants you have to use consultants. These are the reasons we used consultants in this particular instance.

I could take you through details of all this over the next two hours. I prefer not to waste your time in this particular exercise, unless you want me to do so. As I say, it will be fully debated in public at the standing committee on public accounts. I think we are scheduled for an appearance there in May.

Mr. Allen: Thank you.

Hon. Mr. Sweeney: Can I just come back, Mr. Allen, and make an observation to you? Peter made the point that the kinds of costs that were identified as being unique to this project included, for example, the issuing of cheques. As Peter pointed out, that would have had to have been done whether it was the old system or the new system. There was a whole range of items like that which were included in the auditor's outline of the cost of the project, I just use that as one example.

That was one of the reasons that Peter, on behalf of the ministry, responded to the auditor and said "Wait a minute, you are including things there that you should not." The auditor came back and said "I do not agree with you." There is an obvious difference of opinion. Quite frankly, we still think that in that area his observations are not totally appropriate.

Mr. Barnes: There is one other point. There was a reply which we made to his reply to our reply which is not in his report.

Mr. Allen: I am sure, deputy minister, that these things go on ad infinitum.

Mr. Barnes: They certainly do.

Mr. Allen: I am quite prepared to believe that is the case. You undoubtedly have made your reply to the auditor's final comment, which we have on page 48 of the annual report of the Provincial Auditor which says: "Given the sketchy financial information available to us, we are confident that the elements of cost we included in arriving at the estimate of \$23 million are as accurate as could be reasonably expected under the circumstances. In fact, we believe the figure to be a conservative estimate."

I am prepared to accept there is probably some kind of standoff between you guys.

Interjections.

Mr. Allen: I must say it leaves a poor critic, who has neither the ongoing staff you have, nor the consultants you have, to analyse this kind of an installation unable to really deal any more deeply with that particular end of the question. I gather, then, that since this system is in place in all offices, the large consulting bills are a thing of the past; that all the development basically is done and that we are now in ongoing maintenance of the system rather than development.

Mr. Barnes: Yes. I would say that 99 per cent of the bugs are now out of the system. We are into normal maintenance and running as of some months now; I would guess as of the last six months, since November.

Hon. Mr. Sweeney: I think it should be understood, however, that what we want to do, and Peter touched on it briefly, is involve our municipal partners in a similar system so that we can transfer information back and forth—and there is a tremendous amount of it—without having to put it all on paper as we do now. The next step after that is to do the same thing with our agencies across the province: children's aid societies, children's mental health centres, homes for the aged, which are required under our provincial law to provide us with data updates periodically so that we can send them cheques to pay for what they provide.

At present a tremendous amount of staff time, both on their part and on our part, goes to processing that paper information. When we get to the point where their systems and our systems are sufficiently compatible and we just exchange information back and forth across the wires instead of through the mail, it is going to be helpful to everybody.

For example, we have already sat down with some of our agencies and said: "Look, on a monthly basis you have to put together data that

you need for the operation of your own system. That is exactly the same data we need. We should be at the point where when you punch it into your system you can push another button, it automatically gets punched into our system and we can send you a cheque because we have then have the backup data." There are three stages to this whole process.

The other point I might just briefly touch on, which Peter also mentioned to you: While we were having those problems it is not hard to understand that some of the municipalities were saying, "Wait a minute; we do not want to touch this one right now." However, they are now lining up. Once they had a chance to send their people in to look at the system and see what it does, they started lining up and saying "We want on too." This is probably the best way of supporting what Peter just said: "The system is now working."

Mr. Allen: I ask you, then, does the movement of the municipalities and the agencies into the new world of computerization in social assistance income maintenance programming mean that they are into developmental costs as well? If that is so, where are they going to get resources?

Mr. Barnes: In the context of the comprehensive income maintenance system and the use of that system, it is developed and we are making the system available to them. I am not sure what the answer is in terms of the hardware they have to use.

Are they using existing hardware? I am sorry; I am asking Sam. Sam, would you like to come to the table? He is director in our systems division. Sam, can you respond on the extent to which they are having to fund hardware and we are funding hardware on the implementation of CIMS?

Mr. Marafioti: Hardware leases that municipalities have undertaken are funded by the municipalities themselves, but the province does reimburse that lease cost through the cost of administration component of the General Welfare Assistance Act and regulations. So we reimburse them 50 per cent.

1610

Mr. Barnes: We reimburse them 50 per cent of the costs of them.

Mr. Allen: Which is the normal funding.

Mr. Marafioti: Which would be a normal case, regardless of this particular area of activity.

Mr. Barnes: Will the municipalities be putting in a lot of extra hardware as a result of CIMS, or are they using existing hardware?

Mr. Marafioti: The hardware has been in place as a result of income-maintenance systems that were already there, so there is no actual replacement or upgrade required to support CIMS.

Mr. Allen: Everything that is there is compatible?

Mr. Marafioti: Yes, very much so.

Mr. Allen: And you are providing a 50 per cent transfer, as you do on other aspects of income-maintenance funding?

Mr. Barnes: That varies; we cost-share the administration at 50 per cent.

Mr. Allen: Have there been any queries—there certainly have not been, I would have to say, to my office, with respect to this particular item—about that entailing significant costs that are going to be difficult for them to handle?

Mr. Barnes: Not that I am aware. Sam?

Mr. Marafioti: As a matter of fact, the cost per case of processing the income-maintenance clients through CIMS is the same as the current cost under the existing main system, so there is no additional cost on hardware or processing, and as the deputy mentioned the development costs were covered as part of the ministry's effort in this regard.

Mr. Allen: Is it the same story with respect to transfer agencies?

Mr. Barnes: I have been dealing here just with the comprehensive income maintenance system. We are into a different situation on transfer agencies. What we are doing there is working with our transfer payment agencies to try to identify common databases such as the information they use for their own management of their agencies, so that we can start aggregating that data, feeding information to them generally and to ourselves generally on differences between agencies and lessons we might learn.

We are in the early stages of doing that, because with 1,900 different agencies at varying levels of administrative capability, varying levels of hardware investment, varying levels of sophistication, this is a long-term job. It is absolutely essential to us. We have sophisticated agencies that have made very significant investments in hardware and software in recent years. We have much smaller agencies that probably have no automation at all to speak of, other than perhaps some office automation.

So it is very much a varied picture out there which we are trying to mold into a more constant picture at this moment in time; but that is quite

separate from the comprehensive income maintenance system.

Mr. Allen: I understand. I just thought that while we were on the general issue it would be quite relevant to bring up.

Mr. Barnes: It is a fair question.

Mr. Allen: In that respect, do I hear you correctly that there is, at this point in time, no comprehensive inventory of those 1,800 or 1,900 agencies which establishes where they are in terms of computerization of their administration?

Mr. Barnes: On the question of a comprehensive inventory in terms of their computerization, I would question whether we have—Ola Berg is assistant deputy minister of the division. We are developing a resource inventory which will tell us a lot about the agencies, their budgets and so on and so forth, and that will be available for everybody, but where we are in terms of an inventory of their computerization—

Mr. Berg: We have information from a survey which was carried out about a year ago. I do not have those figures with me, but we do know what the status of automation is and the plans for the future.

Mr. Barnes: That was about 12 months ago?

Mr. Berg: About that, yes.

Mr. Allen: I would suspect there are many agencies out there, of course, which would like to move in this direction and which, in the light of the kind of questions I asked the minister today in the House, feel themselves pressured on many fronts: not least of all, of course, on the salary side that we were talking about, but of course also on the administrative side and the technical side. Is there some thought being given at this point in time to some special program that might be developed by the ministry to enable them to move in this direction more quickly than appears to be the case at the present?

Mr. Barnes: We are providing a lot of advice to the agencies, and fortunately in this day and age there are fewer issues around compatibility. There is much more compatibility between the types of software and programs available.

In terms of specific programs to support financing of technology we do not have one at this moment in time. Frankly, we would like to do it but it is an issue of the allocation of scarce dollars. I guess if you were to say to me, "If you had X million dollars would you put it into salaries and wages or would you put it into hardware?" right now I would probably be tempted to put it into salary and wages; but those

are the sort of judgements we are having to make from time to time.

Mr. Berg: We do have a staff person who supports the agencies in terms of a bit of training, some assistance in retaining consultants and advice on equipment and software.

Mr. Allen: Thank you very much. I wonder how any of this pertains to the statement we have on page 20 with regard to the actuals for 1987-88 and the estimates of 1988-89, where on the one hand we see figures for salaries and wages roughly levelling off and at the same time we see services dramatically increased, but on the other hand supplies and equipment are plummeting dramatically. Can someone interpret that page for me, please?

Mr. Barnes: Page 20?

Mr. Allen: Yes.

Mr. Barnes: I am sorry. I was just catching up with all the paper we have been given.

Mr. Allen: The trend line on salaries and wages seems to be relatively stable after some increases after 1986-87. Similarly, employee benefits roughly run parallel, not surprisingly. Then one has transportation and communications with a dramatic leap in 1987-88, which then drops to the lowest figure for three years. Services more than double after a year which seemed to be a bit of a trough for some reason which I would like explained. The supplies and equipment budget has a major, astonishing figure in 1987-88, not comparable at all to anything preceding it; and then there is a fallback again in 1988-89.

Let's take them one at a time. Why is there the erratic movement on transportation and communications in the administration of systems development services?

Mr. Barnes: Part of the answer was that during that period of time, in 1986-87, we reorganized the ministry and reallocated a number of costs that were held in the operations division. Systems had originally been run in two divisions.

Mr. Allen: Another one of those.

Mr. Barnes: Exactly. It was during 1986-87 that the reorganization took place. It was in 1987-88 that the realignment of our estimates and the actual expenditures took place. I think that is most of the answer. Is there anything in addition to that?

Mr. Allen: The next line, then, is the question of services. In 1987-88, apparently, less than

half the budget was spent , and then its has leapt back up to a comparable figure again.

Mr. Barnes: I think that has to do with a one-time reduction in costs to us from the Ministry of Government Services for the administration of the mainframe, on which they have been reducing the charges to us very significantly. I think in that year we got a very significant reduction from the ministry in terms of the chargebacks we had to give them for running, on the mainframe the income maintenance system and so on. That accounts for most of it.

Mr. Allen: Why would that then move back to the \$5-million figure?

Mr. Barnes: Because it was a one-time payback.

Hon. Mr. Sweeney: The new estimate is more in line with the previous figures.

Mr. Allen: Yes, I see that. But I was wondering why, if it was possible to get that kind of a deal, you could not—

Mr. Barnes: It may be that we are getting the deal again, but we would like to have the money in our hands before we actually account for it. It is a periodic payback.

Mr. Allen: I see. This is an area that I can keep in mind. You might have \$3 million to dispose in some direction in which I would like to push you.

Hon. Mr. Sweeney: I already have a list on where I could use it.

Mr. Allen: Supplies and equipment: I can understand how supplies and equipment figures bounce around. Am I right that the figure for 1987-88 is so large because it had to do with the final stage of implementation of the comprehensive income maintenance system, or is that quite another question?

Mr. Barnes: We have had a very high level of input in computerization across all our area and regional offices. This is part of an information technology strategic plan we had approved two years ago and which was published at that time. It is available if you wish to see it. It tables our expenditures and our level of commitment to technology within our own system.

It is office automation. It is to do with local area networking and wider area networking. It is to do with more rapid replies. It is to do with cutting down on transportation, hopefully, over the longer term. It is to do with enabling us to meet increased levels of workload without having to add staff. It is all part of our attempt to deal with increasing expectations by investment

in technology; that was the start of the investment in this regard.

1620

Mr. Allen: Okay; that satisfies me there.

Mr. Chairman: I have a question from Mr. Daigeler.

Mr. Allen: A supplementary?

Mr. Chairman: Is it supplementary to this?

Mr. Daigeler: No.

Mr. Chairman: Are you almost through your line of questions in this area?

Mr. Allen: I have one more major question under the computerized comprehensive income maintenance system. It begins to touch on the whole income maintenance issue, and the issues around the Social Assistance Review Committee and its report.

Correct me if I am wrong, but it appears clear, and it has been said, that the major problem in the development of this system was the inherent complexity of the social assistance system in Ontario, with its numerous categories. Certainly, the Thomson report underlines the clear possibility that the system could be dramatically simplified and points out not only that there are 22 categories but that if you take some cases in particular—for example I think he makes reference to a single mother with one or two children who could find herself under any one of 33 different categories if you sort of worked hard at trying to find places where she could tap the system.

What I am wondering is, what is the relationship of the system now in place, and the complicated program you have there for dealing with all these categories, to the future? If in fact there is some dramatic possibility of simplifying the whole system, reducing the categories substantially, where does this place the present program and future costs in terms of transition down the road to a simpler system?

Hon. Mr. Sweeney: One of the things that George Thomson clearly identified as part of the major problem in our ministry, and quite frankly one of the reasons we asked him to do the complete review in the first place, was that we have two pieces of legislation that have been patched up for roughly 20 to 25 years.

As I think I responded to one of your questions in the House, in most cases when you look at any one of those individual patches they made sense at the time. There was obviously a deficiency in the system and a decision was made to provide a service, a payment that was not available before.

When this new income maintenance system was being projected back in 1981, people were looking ahead and quite frankly said: "Look, if those kinds of changes are just going to be continuing we're going to reach the point where we simply can't handle it. We don't have the capacity to deal with it. We would have to hire so many more people. Therefore, let's get a system in place that is going to allow us to make changes fairly quickly, regardless of which direction the ministry and the legislation go."

Therefore our sense—and I have discussed this with our staff—is that however we respond to Thomson's report, or the degree to which we respond to it, we have a system in place that is going to allow us to do that. The system is much more flexible than anything we had before, so if in fact we are able to reduce the number of categories, a move we all support, the system we now have in place will allow us to do it.

I cannot imagine we are going to deliberately make the system any more complex than it is now. We want to simplify it, not just for our purposes but much more so for the people who are out there.

As I travel around to our offices and sit down beside some of our people working on the front lines, they say that one of the most difficult parts of their job is trying to explain to a client, let's say shelter subsidy. There are four different categories in which you can either be in it or out of it, and then out of it at the other end. To try to say why you are in or why you are out, or why you get as much as you do, they said just does not make a lot of sense. It was developed over a period of time to respond to a number of needs.

If we get into something much more simple—and of course you know precisely what George Thomson is recommending, that whole system could develop into a single phase, you are either in or you are out, period.

The system we now have in place allows us to be flexible. If we are able to simplify it, and certainly that is one of our goals, that is a bonus, it is not something we are not going to be able to use. Let's keep in mind, too, that the system again will change over the next 20 years, and we have something in place that is going to allow us to do that.

Mr. Barnes: I think, as the minister said, there are a number of reasons we need the system beyond just the complexity: there is volume, there is the ability to move money from the municipality to ourselves in terms of people moving and so on and so forth. Just a quick picture of how things change I think will help you

realize why we are doing what we are doing, the direction we are going.

For example, six, seven, eight years ago if you were claiming an allowance and you suddenly got some income you would have to report it; someone then came to talk to you, a memo was sent to head office, it was reviewed to see whether this changed your rate, three weeks later you got a response and some time after that the cheque was changed. With the new system, you go into the office, you feed it in, you get the answer overnight and the change can be made on the next cheque; you get a reply within a matter of days.

We are now looking at a process whereby we hope we can give our front-line workers laptops, which will enable them to feed it in immediately. They walk outside the house, put a modem on the phone, transfer the information to head office and have a reply the same day. We literally have the cheque changed the following week.

All of this is an effort to move in a number of directions towards provision of better service. We will respond to change more quickly, which is better for the client; we will hopefully cut down the number of overpayments and so on and so forth. It is all a move to becoming more effective, providing better service and so on.

Mr. Allen: I have no problem with the whole direction in which you are moving. It is quite clear that the massive numbers of people and statistics you have to move around in your ministry require this kind of system. I do not have any question about that at all.

I might have some retrospective concern about why it was an earlier government did not try to simplify its categories at the point where it saw it was so formidable that even the best computer experts around could not really get a handle on it. That must have been a daunting realization at that time and must have begged a good question or two in the ministry itself as to whether the system was not too complex to face up to the moral question that had to be asked about that.

Mr. Barnes: The problem we have with a system like this, of course, is that one is continually finding examples of people who in fact slip through a particular crack. You then try to bring in an ability to recognize their need without creating a loophole that feeds another 150,000 people through the cracks. You dream up the very complex regulation that satisfies that requirement.

Once you are on that path—well, the road to hell is paved with good intentions. I think this is one of the problems we have with all these

systems where you are passing money on to the public, you are passing on the public's money. You have to answer for it six times and more; you have to make sure it gets into the right hands; you have to try and minimize abuse. It does not matter how simple we make it. My major worry is that one day 20 years from now we will wake up with a similar complex system for precisely those reasons.

Mr. Allen: Well, life is like that. It goes in cycles, I guess. You try to renew and simplify and you complicate things again.

Mr. Barnes: Exactly.

Hon. Mr. Sweeney: If anything, Dr. Allen, George Thomson's recommendation that we move people through our system and off the system much more quickly means that we are going to have to have a system that responds more quickly as well. As you know, the average single parent now stays on our system some three or four years. It is certainly our hope that will not be the case three or four years from now, that they will be moving through the system much more efficiently, getting all they need at the very beginning when they are most vulnerable, but as soon as we can help them get back on their feet again and out, quite frankly it is—I think there is a quote in the Thomson report from a single mother who said: "Thanks for all you've done for me. Now how do I get off?" You have to have a data management system in place which is going to allow you to do that even more rapidly than we do it now, because that is the direction in which we hope we are moving.

Mr. Allen: I can see there are obvious benefits at the level of overpayments, to refer to another controversy, because a lot of the overpayments—

Hon. Mr. Sweeney: A major one.

Mr. Allen: —have to do with delays that creep into the system in terms of getting information moved around, and finally cheques out and what have you.

1630

Hon. Mr. Sweeney: Quite frankly, one of the reasons we have to go to Management Board every single year and ask permission to disallow a whole lot of these overpayments is that the previous systems just did not allow us to move quickly enough. There was no way we could justify going back to certain people and saying, "Look, you've got to cough up \$150 at \$3 a month for the next year and a half," when it was not their fault. It was our fault because we did not respond quickly enough to the information they gave us, or as the information we had went

through the system something got lost somewhere.

That costs us several million dollars every single year. Quite frankly, it is a little embarrassing for me, as the minister, to go to my colleague the Treasurer (Mr. R. F. Nixon) and say, "Look, we goofed, and I've got to have your approval to write off \$12 million or \$13 million this year, because in conscience I simply can't go back to those people and take it from their hides."

This system will certainly help us avoid that kind of thing, because as Peter just described the particular scenario we are talking of moving things around in a matter of days rather than weeks or months.

Mr. Allen: I think we can all be happy the system is at last in place, notwithstanding all the excess expenditure back down the road, and that the service can now be more efficient. Part of the moral thrust of the whole exercise has to be that kind of service. If we can achieve it, so much the better. Thank you for your answers on that.

I will yield the floor to Mr. Daigeler or whoever has a question or two.

Mr. Chairman: I understand the bell which is ringing is not a vote but simply a quorum call, which I assume has now been satisfied.

Mr. Daigeler: I am just wondering whether we can move on to the other line items, or are we still on item 1? I would have some questions of the minister.

Mr. Chairman: Ask your questions.

Mr. Daigeler: I am looking at page 34. I find those statistics very interesting. I just wonder whether the minister would have some further information as to how some of these figures developed. First of all, obviously we see a not unexpected increase in sole-support parents. I think everybody is aware of the social situation we are facing; however, the figure that strikes me a little bit—

Mr. Chairman: We are having some trouble hearing you. I do not know whether it is because you have the microphone covered or you are not speaking into it.

Mr. Daigeler: I will get a bit closer to the microphone.

Mr. Chairman: Thank you.

Mr. Daigeler: On page 34, referring especially to the figures for the aged which I think have gone down quite significantly, and on the other hand the figures for handicapped children which have gone up over the period since 1982-83, I just wonder whether the minister has any information as to why that is so. Why has the

figure for seniors who receive family benefits gone down quite significantly—and I think that is good news—and on the other hand why is it that all of a sudden there are almost 1,500 more handicapped children? Is it that we have more handicapped children?

Hon. Mr. Sweeney: Let me very briefly respond to your questions, and then you might want to ask further supplementaries.

As you said yourself, going back to your initial comment about sole-support parents, that is simply a reflection of the fact that more families are breaking up. Society is becoming more stressful. There are more tensions. People are losing jobs that they did not lose before, and the families simply cannot cope with those situations.

There is a whole series of social reasons why families are under much more stress today. Consequently, there are more breakdowns and we end up with more single parents. That is all that reflects. That is plenty, but that is what it reflects.

However, I suggest to you the other two areas you touched on represent good news, in a sense. If you go back to about 1969, just about 20 years ago, 20 per cent of the total income maintenance case load consisted of seniors. That was a reflection of the fact there were relatively few other programs available to assist seniors at the federal, provincial or municipal level.

Today, 20 years later, our total income maintenance case load consists of only one per cent seniors. We have gone from 20 per cent seniors to one per cent. The main reason for that change over 20 years is a range of other programs that have been put in place, by the federal government in particular in terms of pension plans and old age security plans and the like. Our province, of course, has also put in place a range of seniors' supports that simply were not there before. As a result there are more appropriate income support programs available to seniors today than there ever were before.

We have, for all practical purposes, moved seniors off our welfare rolls, using welfare in that broadest sense of the word. The reason I want to stress this is that it is one of the main recommendations of George Thomson's report that in fact we do the same thing with the disabled and with children. The income maintenance system was never designed in the first place to support these kinds of groups. However, they fell into it because there were no alternatives. Therefore, I would say to you that is good news

and it is a good example of what we want to do with the disabled and children.

Let me now speak specifically about the disabled and children. One of the reasons we have more disabled people in our income system is that fewer disabled people are going into institutions, where they would have been under an institutional budget figure. More disabled people—this is one of the questions Dr. Allen has raised and we will be speaking to it later on—are coming out of institutions and back into the community. Whereas before we were paying a dollar to run an institution and support a disabled person there, we are now spending that equivalent dollar, and in some cases more, out in the community. We are paying it in support services, but we are also paying it in income maintenance services, because most of these disabled people are not fully able to support themselves.

In the case of handicapped children we have the same thing. We are at the point now that for all practical purposes no handicapped children are going into institutions. There are some exceptions. There are situations where at the moment there simply is not a community support system that can help the parents look after that child, but such cases are relatively few and far between these days. As a matter of fact, we were just advised in December that there are now no children in Huronia Regional Centre for the developmentally handicapped. It is the first time in the history of that centre that there have been no children there.

You may be aware of the fact that our special services-at-home program, which is designed to assist families to keep their developmentally handicapped children at home, has gone from about 3,000 families in 1984-85 to about 7,700 families, well more than double. Those children are now staying in their own homes and are able to have their needs met in a way they could not have been met before.

I suggest to you that for both the elderly and the handicapped children, and handicapped and disabled people generally, you are going to see an increase in the income support case load, because they are now living in the community rather than in an institution, or in the case of the elderly they are now receiving their income supports in a much more appropriate, nonwelfare mode. For sole-support parents it is simply a reflection of the society in which we live.

Mr. Daigeler: Thank you very much. In that context, on page 38, perhaps it is the same kind of question dealing the figures for municipal allowances and benefits. It refers there to hostels.

First, can you tell me what that is, and again why there has been a fairly significant increase in the number of people served under hostels?

Hon. Mr. Sweeney: Hostels were originally designed to provide overnight lodging for transients. In other words, if you had some people who were coming from Winnipeg on their way to Montreal and they happened to pass through Toronto for two or three days, or London or Hamilton or wherever they happened to be, the hostel was there to give them a place to sleep for the night as opposed to sleeping on the street. That was the original intent of the hostel—very short term, very transient.

You probably well know that today's hostels are not filled with those kinds of people. They are filled with people who are there for any number of reasons: people who have serious psychiatric problems, people who have drug or alcohol abuse problems, who simply cannot cope. They cannot rent an apartment. They cannot get into a rooming house, in most cases, because rooming houses are not available to the same extent they were before. Therefore, people are staying in hostels for longer periods of time. When you look at the numbers, they could reflect the same person showing up three or four times, whereas in previous history he would have simply passed through once.

1640

The whole thrust, therefore, of both the Ministry of Housing and ourselves is to put more resources into permanent shelter rather than hostels. For the last number of years, particularly going back to about 1982-83, during that severe recession, we co-operated with municipalities and various charitable organizations, particularly churches, in putting a lot of extra hostel beds in place, simply because the need was growing at that particular rate.

We have really downsized, almost eliminated, any growth whatsoever in the total number of hostel beds. As a matter of fact, I think the record this year will show that there are fewer hostel beds in the system than there were last year, simply because we have converted some of those.

For example, at the Fred Victor Mission we have converted hostel beds into permanent beds. Another would have been that Anglican church at the corner of Dundas and Pembroke, I forget what it is. They had a number of hostel beds. We have now assisted them to convert that area into permanent shelter for homeless women who simply could not find accommodation, who

could not survive in accommodation anywhere else. That is the trend.

The main point I am making is that for the last seven, eight, nine years, hostel beds were used in a way that they were never intended. They literally furnished long-term care for people with serious problems—as I say alcohol, drug abuse, psychiatric problems—people who probably would have been able to survive in the old rooming houses in downtown Toronto when you could have rented a room for \$25 or \$30 a week. That same room now is \$75 to \$100 a week and they simply do not earn enough money to survive there.

That is the reason for the growth in hostel accommodation; but again, may I suggest to you the very fact that it is now, this year, starting to turn around is another hopeful sign that maybe we have a hold on it.

Both the churches and the municipalities have agreed with us that we should not be putting financial resources into more hostel beds. What we have now should be maintained to a large extent, because there is always going to be that need for people who find themselves in the streets, for lots of reasons. Particularly in a growing area like Toronto where a lot of people come, for the first three or four weeks, even a month, they just do not have the resources to go and get an apartment, a room, a hotel, a motel suite or whatever the case may be.

We have the same problem with families. We have a family hostel in this community, as well, for families who find themselves out on the street. They could not pay their rent, or again they have come from someplace in eastern or western Canada hoping to find a better opportunity for a job and they end up in a family hostel situation for three or four weeks, maybe longer.

Mr. Chairman: Any further supplementary?

Mr. Daigeler: I have some further questions in other areas, but I have just one more here before I pass on again and come back later.

Some time ago, Minister, you spoke about the Thomson report and referred to a figure of some 215,000 children who are presently in the support system of the province. I am just wondering where they show up in the estimates. I am trying to orient myself a little bit. Where would they appear?

Hon. Mr. Sweeney: I am sorry, I do not know whether I can find the right page for you, but there is one which shows the total number of people on income assistance. What it should reflect is that approximately 280,000 to 290,000 people actually receive a cheque. They are the

direct recipients. Then the next figure should show approximately 240,000 who are dependants.

Do you know which page it is that shows the breakdown between dependants and—page 34. There should be a breakdown between recipients of cheques and dependants.

Mr. Barnes: It is page 34, yes.

Mr. Daigeler: Are they dependent children?

Hon. Mr. Sweeney: They could be children or they could be spouses. For example, if you have a disabled person who is the recipient, his or her spouse could be a dependant. If you have single parents, disabled people who are recipients of a cheque, then his or her spouse and their children could be dependants.

So in the system we have a total of about 523,000 beneficiaries, which is broken down into about 280,000 to 290,000 recipients and about 240,000 dependants. The 215,000 children come into that dependant category.

Now there are some children who actually get, through foster care—I do not know how many—

Mr. Barnes: Also handicapped children?

Hon. Mr. Sweeney: Yes. What number is that? Do you know offhand? Is there a place where that is?

Mr. Barnes: No. We have the handicapped children. I am not sure about the children involved through foster care.

Interjection.

Hon. Mr. Sweeney: About 2,500 altogether?

Interjection: It is right on that page.

Hon. Mr. Sweeney: There are about 2,500 children who get a cheque delivered directly on their behalf, but the bulk of the 215,000 that you refer to are dependants of others who are receiving income assistance.

Mr. Daigeler: So you are actually combining here, I guess, page 34 and page 38.

Mr. Barnes: No, that is just provincial family benefits allowance. If you turn to page 38—

Hon. Mr. Sweeney: Again, can I just clarify? There are two different income maintenance programs. There is the family benefits program, which is operated directly by the province and for which the province pays 100 per cent of the cost. This consists primarily of about 90,000 single parents and about 91,000 disabled. That is the provincial program. The municipal program, general welfare, consists primarily of people who are on short-term assistance. It could be a family of four or five where the father has lost his job.

Mr. Daigeler: But you spoke about 500,000.

Mr. Barnes: That is total.

Hon. Mr. Sweeney: That is the two programs.

Mr. Barnes: That is combining the two.

Hon. Mr. Sweeney: Yes, two programs.

Mr. Barnes: That is 324,000 case loads and dependants on provincial benefits, on page 34; 197,000 are both cases and dependants, on page 38, which is the bottom of the first column of figures.

Mr. Chairman: Does that clarify it, Mr. Daigeler?

Mr. Daigeler: Yes.

Mr. Chairman: Dr. Allen, do you want to continue?

Mr. Allen: Mr. Beer had a question under field administration that probably correlates with some of mine, so why do we not sort of stop off there for a moment and let him ask those questions.

Mr. Beer: Thank you. Under field administration, the other day we talked about where we might focus on some of the particular problems fast-growth regions of the province are having. I was thinking particularly of Peel, York, Durham and Carleton, although I appreciate there are probably some other municipalities that fit into that as well.

I suppose a lot of the evidence, if you like, that a member often has is somewhat anecdotal in terms of what is being brought to his or her attention either through the constituency office or in discussions with various municipal—and in this case both local and regional-elected people and officials regarding the whole social services network.

One of the questions that often comes up is whether there is some factor that the ministry would be able to develop for programs in areas of the kind of growth that we are experiencing in York region. My first question is just whether your ministry has looked at some approach along that line. Perhaps you have and have found it does not work and therefore you are looking at individual program areas. I am wondering how you look at dealing with those kinds of questions.

I may be wrong here but I believe, for example, the children's aid society almost invariably every year, at least in the last two years if not more than that, has to come back for some sort of supplementary grant. While that has occurred, essentially they are providing services they cannot really refuse. I wonder if you could

just start with some comments on the funding approach for the programs in those fast-growth areas and how your ministry handles that.

Hon. Mr. Sweeney: One of the things we do as a ministry is allocate resources to our various area offices, which in turn allocate them to the range of service agencies for which they are responsible. In doing that we take into consideration the demographics of that area, not only the current population but also the rate of growth in that population. You pinpointed a number of areas for which such an approach is very obvious. If you take the three major regions outside of Metro-Peel, York and Durham—and if you add the Ottawa-Carleton area, then you have the four fastest-growing regions in the province. Therefore, that fast-growing factor is built into the budgets of those areas.

1650

The second thing we take into consideration is the percentage of certain demographic features those areas have. For example, with respect to the distribution of our child care dollars, we look at the total number of children in the area, let's say between the ages of—well, I was going to say zero but there is no such age as zero—one day and 10 years. Obviously, the areas that have more of those children get more day care dollars allocated to them.

The same thing is true for the other end of the age spectrum, the seniors. We look at the total number of people in an area age 65 and over; and those figures are available from various data collection services.

We also look at some of the cumulative experience of children's mental health centres, which children's aid societies would have, so that when we sit down on an annual basis and work out what we call our service agreement with them we recognize that kind of growth.

The difficulty we have with something like the children's aid, and with general welfare, is that there is no way we can truly anticipate in advance what the need is going to be, because these are mandated services. In other words, an agency—for example a children's mental health service—has a certain budget. They say: "Okay, we will see so many people as long as our budget is available. We have so many resources, and you will just have to wait your turn." With children's aid, if a child is in need of protection that child has to be taken into care. There is no question of "We are sorry, we cannot take you into care because we do not have the budget for it."

That is what the year-end review is for, what we call our exceptional circumstances review at

the end of the year, to take into consideration the service agreement we made at the beginning of the year, in January and February, and the actual experience as of the end of the year.

In most cases, because you do this over a number of years, you are able to do it fairly accurately; but where you have a rapidly growing area you do not know for sure whether that rapidly growing area, proportionately, is going to require you to take more people into care. There is no rhyme or reason for that. Sometimes it is higher, sometimes it is lower, sometimes it is dead on. The exceptional circumstances review at the end of the year is an effective safety valve, if you will.

On the one hand, the children's aid societies, the CASs, obviously would try at the beginning of the year to say: "Look, our prediction is that we are going to take 150 children into care by the end of the year. At the rate this area is growing, we are going to have 150, for sure." We say: "Hey, wait a minute now. You have been growing at the rate of about two per cent or three per cent a year. Our best figure is that it is going to be 120. We will contract with you to serve 120, and if in fact it's more than that at the end of the year, we will work that out with you."

What I am trying to suggest to you is that there are certain things we are clearly looking at: the number of children under 10, the number of adults over 65—those demographic features are fairly simple—the rate of growth. York and Peel, for example, have been growing at a rate that is much more significant than other areas of the province. We build that factor in.

The final thing we do is build into our area offices a cushion of about 10 per cent, 15 per cent, or as much as 20 per cent of their budget for these kinds of contingencies so that they have some flexibility in certain areas where there is that kind of growth.

Now that is not always what we want, and of course as I have done before—and since you had indicated you were going to be bringing this up—I have all of these areas and the way in which programs have grown in all of those particular program areas. We can demonstrate quite clearly that they have grown faster, not only than other areas of the province but in some cases even faster than their perceived rate of growth, because there are such ups and downs with that. As Mr. Beer will well recall, we met with some of the people from his area and reflected some of those experiences with them.

The difficulty is that, first, with the best will in the world our predictive powers are not that great

in some cases; second, with the best will in the world we simply do not have the range of resources that these growing areas would like us to have.

Mr. Beer: In that context, with respect to the various transfer agencies we deal with now, when you are looking at the provincial rate of increase that you are going to provide, do you sometimes make a different increase in those areas because you know the growth will be different, or do you keep everybody to the same amount and prefer to come back in terms of supplementary?

Hon. Mr. Sweeney: There are really two things here. I would like to distinguish them, and then perhaps you might want to ask a supplementary question.

When we sit down with an agency and agree on our service agreement, we might, as part of its base increase, put an additional couple of hundred thousand dollars into it above and beyond the average, let's say four per cent, 4.5 per cent or five per cent right across the province. That is apart, but that provincial increase, of let's say 4.5 per cent, goes to everybody. That is just to take care of normal inflation. That is designed primarily to cover agencies whose growth is going to be moderated that way. When we have agencies in areas where the population is growing and it is fairly obvious the need facing that agency is going to be more, then we build extra money into its base budget.

Again, they will frequently come to us and say it is not enough. For example, we will build in enough money, and I can go through a number of those, that authorizes hiring three more people, or authorizes, as we were talking before, upgrading the administration system, or authorizes one more residential facility in this area. That is above and beyond the basic 4.5 per cent or five per cent increase that everybody gets.

There is not always total agreement. We negotiate that. Quite frankly, often by the end of the year we find it is not enough. Next year we negotiate it higher again. But what I want to stress here is that there are two different kinds of increases that are built into the annual service agreement with the various agencies.

Mr. Beer: Just a final on this, which has a couple of parts. With respect to services for seniors, for example in York region, you have now entered into an agreement with the regional municipality to carry out a fairly broad review of the current situation, of what would be required. In terms of a number of the other major program areas, whether we are talking about children's

mental health or the children's aid and so on, is there a sense in these fast-growth areas that you are able to have a fairly reliable snapshot of what the need or demand is?

To take another example, we have in York region one shelter, the Yellow Brick House in Aurora. When you look at their case load, it is not surprising that the largest number comes from the general area where the home is. Yet I think everyone would agree if there were a shelter in, say Thornhill, Markham or Vaughan, it would undoubtedly show that it was being used and so on.

Sometimes there is a sense that people are still operating in a certain vacuum. Knowing that we are growing at the rate of a town the size of Aurora each year, if you assume what that municipality would need in terms of all kinds of services, what is your sense in terms of being able to predict, not necessarily next year but even three or four years down the road so that we might be a little closer on those needs? Are there some structures that are missing? Is the provincial-municipal review going to give us some new ways of approaching those problems?

Hon. Mr. Sweeney: Yes. I was going to mention the provincial-municipal review along the lines you have just described it. It is intended to have the municipalities come back to us and give us different ways of looking at how we work out agreements between us.

We are saying to the municipalities that right now we are sharing costs and responsibility for a whole range of programs. Are those as appropriate in 1988-89 as they were 10 years ago? What we are getting back is a fairly resounding "no" from a number of them. While the relationships were seemingly meeting the need a decade ago they are not meeting it today. They are making a very significant input in this regard.

1700

At the same time, we are doing an agency accountability review. The two of them are running in tandem, parallel, because there is a certain amount of overlap, as you well know. Our cost-sharing with municipalities frequently ends up in the hands of an agency which the municipality contracts to deliver a particular service, for example the one you mentioned, the family violence one.

We pass the money to the municipality. They in turn go out and buy the service from Yellow Brick Road—is that what it is?

Mr. Beer: Yellow Brick House.

Hon. Mr. Sweeney: Yellow Brick House. What am I thinking of? Alice in Wonderland or the Wizard of Oz or something like that.

Therefore, while on the one hand we have relationships with municipalities which are very distinct and we also have relationships with agencies which are very distinct, in many cases they overlap as well. So we ran those two reviews in parallel for exactly that reason.

What we are trying to do is get a better handle on how we make those decisions. How good are our predictive powers when we sit down at the beginning of the year and to what extent should we start changing the formulas, the ratios, to be better at it? That is the purpose of both of those reviews.

Let me come back to the one you mentioned. I have to share with you that there are certain kinds of services that are difficult to predict. How does anyone know in January 1989 how many women in York region or any other area of the province are going to end up at the door of a transition house? I do not know how you predict that. You can look at trends but those trends go up and down, so it is difficult. That is why we have the review we spoke about before with the children's aid society. How many children are you going to take into care? How many people are going to end up at the door of the welfare office of the Regional Municipality of York?

It is difficult, but we try to take whatever experience we have into consideration in the ways I have already described. Are we going to be able to do it better? I do not know. That is, hopefully, the outcome of the agency accountability review and the provincial-municipal review.

Mr. Beer: Those programs you were mentioning, is it possible to get a copy of that? Good.

Mr. Chairman: Has the member for Oz concluded his questions to the wizard?

Mr. Beer: Yes.

Mr. Chairman: Dianne, you have a supplementary on that?

Ms. Poole: Yes, as long as it is agreeable with Dr. Allen.

Mr. Chairman: If it is supplementary to this.

Ms. Poole: Definitely. It is specifically related to page 27, vote 802, item 2, field administration.

Salaries and wages for 1987-88 actual were in excess of \$9 million, but estimates for 1988-89 are in excess of \$18 million. I was wondering if this was related specifically to the high growth areas Mr. Beer was just talking about or if this is as a result of decentralization and the fact that you are putting more into the regions.

Mr. Barnes: I wish it were as nice an answer as that. It is not. The answer has to do with accounting.

Ms. Poole: You have lost me.

Hon. Mr. Sweeney: That is why I let Peter answer it.

Mr. Barnes: Previously we went through a process of asking our area managers—do not forget I am talking about staff in the field, outside head office under this particular area—to try to apportion the salary and wages of those involved in programs but working across programs to specific program areas and to apportion time and expenditure.

What inevitably happened is what always happens under pressure of time and so on and so forth; at the end of the year they looked at what they were spending and just prorated the salaries of people working across a number of areas across what they were spending.

This frankly told us nothing. We decided that rather than do it that way we would redefine how we allocated our salary and wages; where people were working across more than one program we would allocate it straight to the field administration rather than decide whether they had been spending 10 per cent of their time on child care, 40 per cent of their time on income maintenance, 30 per cent of their time on something else. That was a cumbersome exercise, and it did not give us facts it just gave us a convenient way out yet we required forms for it; so we stopped that exercise, it is as simple as that.

If you go through other items you will find that money has come out of other programs in salary and wages and gone here. We have an accounting of that and we could give you the details if you wanted to see it.

Ms. Poole: With this creative accounting, I guess the one thing I want to know is whether they balance.

Mr. Barnes: Yes.

Ms. Poole: There are reductions in other areas so that they—

Mr. Barnes: I would like to think this is less creative and more accurate, actually.

Ms. Poole: I guess I will have to take your word for that. I was just kind of surprised by that in relation to the minister's statement there was a net decrease of 3.3 per cent in staffing over the last five years—

Mr. Barnes: Yes, there is.

Ms. Poole: —which compared to other areas I found quite phenomenal, and it did not seem to mesh with those figures.

Mr. Barnes: We can take you through other areas of the accounts where we will show you reductions in wages and salaries after salary awards, and so on and so forth. We have a balance out, which as I say I can let you have. We have it on computer printouts and so on. If you are interested in where it came from we will give it to you.

Ms. Poole: I am a trusting person. As long as you tell me they match.

Mr. Barnes: Yes; they do match, they do balance.

Mr. Allen: You see how government members take it on faith.

Hon. Mr. Sweeney: The first time I went through the estimates book, and you will remember this was prepared last June, and I found a number of places where the figures had dived way down. I said, "Oh, aren't we doing great?" One of my staff said, "Wait a minute, we're not doing"—

Mr. Chairman: You had not looked at page 27 yet.

Hon. Mr. Sweeney: That is right. "For every one you find where our salary and wage and transportation, etc., has gone down, I'll show you one where it has gone up; you have to trade them back and forth." I was quickly brought back to reality.

May I make one other observation that might partially explain why this is a difficult process? We have three different levels of area offices. In the first place the province is divided into four geographical regions, the fairly obvious ones: southwest, southeast, north and central. They try to do a total overview of that whole region.

Within each region there are a number of what we call area offices. For example in the central region we have an area office, let's say in Barrie, that is part of the central region; we have one here in Metro that is part of the central region. In the southwest, we have an area office, for example in Kitchener-Waterloo where I come from.

Below that again we have a number of what we call local offices in the smaller communities that provide a smaller range of services.

So as Peter says, when you try to put this together, each one of those offices have a certain degree of discretion as to the expenditure of resources and the allocation of staff. It is no wonder it gets a little spun out.

Mr. Barnes: Can I give you an example of how complicated this gets? If you turn to page 29, which is income maintenance, you will see the salary and wages column. You will see that

the actual to actual is about the same. What happened there was that we actually got additional staff to help us with our income maintenance case load. We also had the salary awards added in and then you net out what we transferred out of income maintenance to field administration to get an accurate reflection of the money we were spending. In fact we took \$4 million out of income maintenance in the line accounting, though it is not obvious in the line precisely because we put more staff in there so it masks it. But that is all in there and this is how we have been managing it.

Ms. Poole: It is a good thing I am a trusting person. I do not think I could figure that out, but thank you very much for your answer.

Mr. Barnes: You could not figure it out from the figures alone, I admit that.

Hon. Mr. Sweeney: Our book is said to be one of the better ones.

Mr. Allen: It certainly depends on which page you highlight as to whether you think you are going to be saving a lot of money or going deep into the hole. I am sure your mood went up and down as you moved from page to page before you got the complete briefing.

Hon. Mr. Sweeney: I came back the next morning with about 26 questions, as John and some of my other staff will recall. "How come?" I can only suggest to Ms. Poole that the numbers did even out.

Mr. Allen: We are at page 29, which is where the deputy minister left us. Can I then move on to income maintenance?

What I would like to do initially is raise some questions around the minister's intentions with respect to the Thomson report. I would gather from his remarks two weeks ago in response to a question from Mrs. Cunningham that he will not in point of fact be making an announcement within the six months that Mr. Thomson requested, which would be dated, I believe, March 6.

1710

The concentration of his energy, as the minister put it, and the advice he would give to the Treasurer (Mr. R. F. Nixon) and to the Management Board of Cabinet, would be that they focus on opportunity planning and work incentives. I want to come back in particular to work incentives, employability programs and so on a little later under income maintenance, but first I would like to remind the minister, because I think we need to keep the kind of analysis researchers did for Thomson in the forefront of

our minds when it comes to the question of the income maintenance system in Ontario, I just want to rehearse some of the summary in the document done by David P. Ross on Benefit Adequacy in Ontario. Some of the comments run as follows.

The fact, as we have noted, that there are at least 22 categories which recipients fall into and that these differences in treatment seldom appear to be based on need. The various benefits for children vary according to a bewildering variety of age groups. Children on social assistance receive one third to one half the children's aid allowances the ministry provides, for example for children under its care in foster homes. There seems to be no rational reason that big differential should exist.

Speaking more generally about the long-term tendency on benefit levels, the researcher notes that the distinction between so-called short-term and long-term need appears to be breaking down. No mechanism exists to ensure that the real level of benefits is not seriously eroded by inflation. Over a recent 10-year period, as we mentioned the other day, real benefits have lost up to one third of their value for some groups, or did in that 10-year period referred to.

He concludes: "Even without increasing the general level of assistance, it is concluded that the needless complexity, the almost total incomprehensibility, the blatant sexual, age and moral discrimination and the many unexplained benefit and regulation differences in the current benefit structure must be removed as a first step towards reform.

"Second, the actual level of expenditures of Ontario families at different income levels must be used as a guide for setting adequate and defensible rates, in particular with respect to shelter costs, which utilize anywhere from about 45 to 75 cents on every dollar."

Those conclusions certainly tend to mirror the kinds of observations one makes in a constituency office, or as a member or as a critic, when one is confronted with individual cases that come before one in a fairly regular stream. It is in light of that that I was deeply concerned when you, Minister, replied to Mrs. Cunningham that you were going to be focusing specifically upon the opportunity planning and the work incentive aspect of the Thomson proposals, and apparently not contemplating instituting most of the first stage proposals, which included significant increases in the level of the benefits themselves; not to mention, for example, extending the 120-hour limit of earnings permitted under the

Family Benefits Act or reducing the asset losses that people experience coming into the social assistance rates and so on.

In terms of the expectations the Thomson report has generated, and not just the expectations but the sheer documented need in the recipient community, it simply seemed to me that response in the House, if it really was meant to say what it appeared to say, just does not fill the bill.

I hope you are not going to reply in terms of an earlier discussion about problems with the Treasurer and so on, because I want to emphasize that there is such a thing as cabinet solidarity and everybody hangs together in a cabinet. You in a sense do not really get yourself off the hook by using that argument. All one is saying, as a member of a government, is that the government as a whole has not seen fit to respond to the dramatic problem that the dependent poor have in Ontario in the coming budget year.

Really, what we are going to be doing is what some people who are much better equipped to analyse these things than I am in the social work field consider to be quite suspicious exercises. They do think that opportunity planning is suspect. It is not that they do not believe that people need to be moved through dependence and off dependence as quickly as possible, but they do have very fundamental questions around this whole notion of opportunity planning.

The second question that arises in the emphasis you are laying is that it very easily appeals to that large majority of people out there who still are not educated by Thomson's statistics and who think that everybody who is on welfare is easily moved off welfare; all they have to do is get off their butt and go out and work.

I know you struggle with that stereotype, I struggle with that stereotype and the dependent poor struggle with that stereotype; but there is an unfortunate colour to your emphasis when you seem to be coming on at the level of work incentives. You sound as though you are saying it is not just the 14 per cent who are able-bodied and able to get off welfare quickly that you are talking about; there seems to be conveyed that impression, which everybody out there already seems to believe, that it would not be all that hard to move everybody off the social assistance program. They are glad to have that impression that they see the minister making that emphasis, when in reality those who look at the programs recognize that there is something much more extensive and fundamental that needs to be done. Can you respond to that concern on my part, that you seem

to be narrowing your focus unduly, if this indeed is a serious statement of your intent?

Hon. Mr. Sweeney: I will have to go back and recollect the nature of the question I was asked, but my sense of memory is: On which of the major areas of the Thomson report are you currently concentrating your energies with respect to fundamental changes?

Mr. Allen: I think she wanted to note that four and a half months had passed and were you going to be doing something fairly soon? Second, there was the question as to where you would be focusing your activities, your responses to Thomson.

Hon. Mr. Sweeney: Let me go back. You have obviously touched on one of the central themes of the Thomson report, that is the whole question of adequacy. Quite frankly, we do not have to spend a lot of time on that, it is fairly obvious. The committee's report itself lays it out very clearly. They indicate what they recommend needs to be done in the area of shelter support, in the area of adequacy of rates, in the area of the amount of money that goes to children. As you said yourself, I believe the recommendations compress the three categories to at least two. We do not have to spend a lot of time.

The fact that I did not use adequacy as one of our focal points of activity was in no way to suggest that we were not dealing with it and did not feel it was very important. I do not have to do an awful lot there. It is just a case of making a decision as to which of the several levels of adequacy we are going to move on and where we are going to put the most resources.

Mr. Allen: I am glad to hear you say that, because I think that is what we have been saying. You did not have to do much in order to convince yourself on that particular front.

Hon. Mr. Sweeney: As I say, my response to Mrs. Cunningham was not to reflect that we were going to deal only with the Transitions focus of the report and not deal with the adequacy, not deal with the structural changes, not deal with those major recommendations with respect to the disabled, children and income supplementation for the working poor.

What I have been trying to do, both in terms of my own presentations as part of the government and presentations outside to the general public, is to highlight what the report meant when it was entitled Transitions.

My sense was that it meant the whole income support system was not designed to work with people who were going to be on it for a long period of time. There should be other kinds of programs to deal with those long-term income support needs of people. A valid income maintenance system should be there for people to move through, and that was where I was going to concentrate my energy, to allow that to happen.

I also point out to you that opportunity planning, at least as I read it in the Thomson report, does not deal just with getting people back to work. As a matter of fact, there is a very clear distinction there to identify those people who probably will never get back to work on a full-time basis, if they ever get back at all. Opportunity planning for them would mean how we more adequately integrate those people back into the community; for example some of the work that we are doing now with the whole range of disabled people, psychiatrically disabled, developmentally disabled and physically disabled.

Opportunity planning for many of the disabled is not going to mean a full-time job. It might mean a part-time job, as you and I have discussed about some of the really good things that are happening; for example in an area like Mississauga where I believe at this point in time the Ontario Association for Community Living now has closed down every single one of the workshops and has its people out in competitive employment and is using all its resources and staff to support that competitive employment. We know that many of those people are not going to be able to earn enough money to totally support themselves, yet that is part of what opportunity planning means as well.

We are working very extensively on the financial implications of the adequacy question. If I did not convey that, please let me convey it right now.

We are also working on the ways in which we are going to be able to use the Transitions point of view and some of the disincentives that you mentioned: the 120-hour rule; the cost of day care where a person cannot get subsidized day care, how we build that in; the whole question of some of the equity factors that were brought out in Thomson. There are four or five areas that are all moving ahead at the same time.

But coming back to the question, as I understood the question: "Of all of those, which are the ones where you are really spending a lot of your attention, a lot of your time, a lot of your direction, because it involves fundamental struc-

tural changes to the way in which we do business?" It is the Transitions theme—opportunity planning, incentives, supports; and to a certain extent it encompasses the adequacy factor.

At least my experience in my constituency office, and I suspect in yours as well, is that people come in and say: "I genuinely want to get off, but the system is stacked against me right now. I'm going to be so much worse off that I can't afford to do it." That is not only the Transitions concept, it is also an adequacy concept. The two of them are so intertwined you cannot really deal with one without the other.

If I conveyed what you interpreted in isolation I regret that, because I certainly never intended to do that.

That is my first theme. For one reason it is something that we can begin to work on ourselves. There is not much point in my saying, "Well, the first thing I'm going to work on is the disabled and children's benefits and the supplementary benefits to the working poor." You know, as I know, that is going to involve considerable negotiations. First of all with the federal government and second with our municipal partners; and it is not going to happen that fast, that is two or three years down the road.

That is not my first area of concentration, although I believe very strongly that in the long run that is the area in which there are going to be perhaps the most startling changes that we make; but that is not going to happen in this first year.

Mr. Allen: Are you contemplating for your first year a move in the direction of simplification of categories in any respect?

Hon. Mr. Sweeney: We have some recommendations in that area, yes. Again, let me share with you what I am sure you already know.

As a minister I am going to end up with a certain allocation of financial resources. At that point in time, having laid my wish list in front of my colleagues—and it is not just in income maintenance; it is in senior services and disabled services and young offenders, the whole range of them—I am going to be allocated certain resources. I presume I will be told, as I have been in the past, "You decide where you are going to put them."

I have a priority list as to where I am going to start allocating those. They do involve both adequacy and the whole Transitions theme. I am not in a position right now to say, "We are going to do number 226 or number 187." I cannot say that to you.

I can tell you, as I have told Mrs. Cunningham, where I am going to be concentrating the resources I get. Obviously, the greater leeway I am given and the more resources I get, the more bases I am going to be able to cover.

Mr. Allen: What you are saying is that you will be going to planning and priorities in cabinet with a fairly comprehensive response that you hope cabinet will support with respect to the Thomson report, and that that will encompass a spectrum of the items that are involved in the first stage, including a major increase in the rates.

Hon. Mr. Sweeney: Yes; but keep in mind that I am also going with a request for a number of other areas. You know as well as I do that I am making a strong push on the whole question of community support salaries for homemakers, foster parents, and—well, you raised the question today.

Mr. Allen: I know, and that is not unrelated to the package that Thomson has put together, because you have got the day-care side, and the homemaker has to be there for a lot of the programs that are inherent in Thomson; I quite recognize that. I just want to know what you are presenting and what you are fighting for across the board out of Thomson in the planning and priorities process.

Hon. Mr. Sweeney: As much as I can get.

Mr. Allen: If it is not good enough for you it obviously will not be good enough to us and we will hang that around the head of the government. You will be the recipient of the blasts, but none the less the target will be the government as a whole.

Hon. Mr. Sweeney: It will also be a reflection of the hard choices that I am making. I am reasonably sure you are going to be able to justifiably criticize me for putting resources in one area rather than another. I accept that in my role as minister. I do not want to in any way suggest that my choices and my decisions are the responsibility of the Treasurer or my cabinet colleagues. Within whatever allocation I get, I am going to have to make internal decisions as well. My deputy and I and my staff are going to have to sit down and say, "Okay folks, where do we push this time?"

Mr. Allen: I understand that.

Hon. Mr. Sweeney: I accept that responsibility. That is part of my job as minister.

Mr. Allen: I certainly think there are many people in the community at large in Ontario who believe that the question of priority, as regards poverty and the poor in Ontario, is such a

fundamental question that in the overall scale of government it has to have significantly more attention than it has had in the budgetary proportions in the past. However Mr. Nixon balances that out, we will have to come back at him and ask him questions based on whether we think his decision was adequate or not. Our critique of you will be as much a critique of him and of the rest of the government as anything else.

Hon. Mr. Sweeney: But also recall what you and your colleagues are asking for in the field of health and in education and environment and roads.

Mr. Allen: I know, but there are also other governments in the western world that have concluded that the whole question of social efficiency of their provincial and national communities depends on a significantly higher level of social spending than is the case in Ontario or in Canada in general, and I think that is a right decision on their part. It is a little stunning I am sure for people in Ontario, when they look at a population about the same size as Ontario, in Sweden, where their government is contemplating by 1991 or 1992 to be able to give parental leave for a year and a half for both parents after the birth of a child, all costs covered. That is pretty dramatic stuff.

One hears governments in Canada saying "We cannot afford that kind of social spending," or businessman in Canada saying, "We cannot afford that kind of social spending; it is going to reduce our competitiveness." They seem to miss the central argument that European governments are using, namely that competitiveness itself rests upon a population that has those kinds of supports and can feel that kind of comfort about being accepted as a parent for the full role one has to play as a parent in the community, and be supported by the government in doing that. That, in turn, yields great dividends at the productive end.

1730

Hon. Mr. Sweeney: On the other hand, I would remind you that this year, I think for the first time, Ontario's per capita spending on health care or sickness care, a combination of both, has now surpassed Sweden's. That was a very conscious decision which is continually being challenged in the Legislature, and rightly so, as being still not enough. So if a government decision is made that cardiac care and emergency room care and salaries of nurses should drive that even further, then that is a choice too. As I say, we are now number one in the world, yet I do not

need to tell any of my colleagues where we are at.

Mr. Allen: I hope that this committee, fairly shortly, will be looking at options, examining at first hand some of the social programs of other countries. I think this committee has been Ontario-bound for much too long and has not had the opportunity to travel as some other committees have, so that I hope the steering committee will be looking at opportunities for this Legislature to examine at first hand not only the content but the financing of social programs in a selection of other countries.

It would help us all to have some relative sense, some comparative sense of where we are and whether we are using the right reasons to justify what we are doing, and whether our proportions of expenditure are adequate in the scale of the demands in a modern industrial economy.

Mr. Chairman: Minister, do you have money in your budget to send us on a trip?

Mr. Allen: I see the minister nodding his head.

Hon. Mr. Sweeney: I would reflect on a comment my deputy minister made earlier. He said, "If I had a million dollars, I could find other ways to use it."

Mr. Jackson: I think the point is that if the government did have money to send a committee of this Legislature to study the opposition-free Legislative Assembly in New Brunswick, I think the point of the member for Scarborough West (Mr. R. F. Johnston) and my point on several occasions has been that perhaps we should be examining other jurisdictions as well—and the Premier (Mr. Peterson) agrees with us, quite frankly. In the last round he said that perhaps some of these trips should be rethought.

We are simply suggesting that this committee should not be at the bottom of the list in terms of, again being supportive of the minister in getting some of these reforms across and in front of all three political parties. Committee activities offer an effective way of doing that, but not through studying opposition-free legislatures or going to Las Vegas to look at a convention. That is really the point we are making.

Mr. Chairman: I was being perhaps less serious than I should be in following up on your suggestion. Mr. Allen, did you have any specific places in mind?

Mr. Allen: I can sit down and draw up an agenda pretty quickly, or an itinerary.

Hon. Mr. Sweeney: He could do it overnight for you.

Mr. Jackson: We could go to Saskatchewan and look at their drug plan, for example, which is immensely superior to Ontario's.

Mr. Chairman: Mr. Allen, I am wondering, since much of the afternoon has been occupied with your questions and Liberal questions, if we might allow Mr. Jackson time. We are all aware that we may be called to the House for a vote.

Mr. Jackson: I have two points. I apologize, but I have been up doing a half hour off the top of the head on Sunday shopping. It is not easy to get back in gear.

Mr. Chairman: Did you solve it?

Mr. Jackson: No, but we certainly raised a few points which we believe are worthy of debate, on the issue of closure and not on Sunday shopping.

Where are we in terms of vote 802?

Mr. Chairman: We have moved to 802 and we have been bouncing a bit between 801, 802 and 803; mainly income maintenance.

Mr. Jackson: What page is that?

Mr. Barnes: Page 29.

Mr. Jackson: Have we talked about foster care?

Mr. Chairman: No, but it certainly falls within that area.

Mr. Jackson: Then perhaps I could briefly ask the minister--no excessive preamble--but could the minister please address a little more clearly what his plans might be in the area of foster care and funding? We know there was considerable public concern with respect to the levels paid and the expenditures with respect to institutional care, which is an alternative, or group home care, which is an alternative, and the degree to which we might ensure limited mobility, which is one of the most serious after-effects of an underfunded system.

In home care we have high attrition rates and that falls solely on the shoulders of adults who are making choices about the workplace and where they work; but in the instance of foster care, the revolving door becomes--those of us who serve on the select committee on education receive some very disturbing and upsetting news about high failure rates among these children, cases of children of 12 years of schooling in 16 and 17 different schools. It is a funding question with respect to stabilizing placements, once found; and then there is a simple policy question with respect to the area of concern, and that is making sure that school boards are not the last to know and therefore that the transferring of a child is

basically the last consideration in these matters, that stabilizing the school experience is as equally important a component.

Perhaps the minister could address those specific concerns that I had and where in particular he saw some movement in his budget.

Hon. Mr. Sweeney: There are a number of problems all tied up together. The first one is that foster care is at one and the same time one of the best programs that we have available, and for some children one of the least effective programs.

You described the situation where a foster child might go through five, six, seven, or even more foster parents over a relatively short period of time. Those of us who are parents and who have raised children know how that kind of instability can affect them and their sense of their own identity. "What is happening and why is it happening; is it my fault or somebody else's?" One can readily appreciate that it is not the most desirable result.

On the other hand, try as we might to find an alternative for a child in the parents' home, after adoption foster parenting is the best one. It is the closest thing to a child's natural home.

With that kind of paradox in mind, we are doing, along with the children's aid societies of the province and the foster parents association of the province, an analysis of ways in which we can provide service to children that is better than what we are doing now.

Part of the difficulty we have now is that about half the children we bring into care and who probably would be better off in a more permanent arrangement, an adoption arrangement or something similar to that, cannot be put there because of the court disposition. The court gives the parents access. I am sure you know from contact with some of your own constituents it is virtually impossible to have a child adopted for whom the parents have access, because the adoptive parents then do not know where they stand: Whose child is this and how are the natural parents going to relate to this child? Are they going to upset him? The whole adoption process is difficult enough as it is.

Therefore we have a very significant number of children who in our judgement ought to be able to benefit from long-term planning for themselves and their own lives and who should be in adoption, but we simply cannot provide that alternative. For them, fostering is the second-best choice.

From an availability point of view two things are happening. As you well know, the first is that

a significant number of families which in the past would have been able to provide foster parenting are not available now because both parents are working. It is much more financially rewarding for them to go out and get a job than to be foster parents. We have made it reasonably clear that we are probably not going to be able to compensate them. In other words, if the mother can go out and get a job making \$18,000 or \$20,000 a year, we are just not going to be able to pay that kind of money to keep her in the home to do foster parenting.

Again: "Okay, what is the next best?" We have worked very closely with the foster parents' association and with the children's aid societies to try to improve the current situation. Foster parents, for example, have told us how and what they think they should be paid. It is not just a case of remunerating their expenses, but also they should actually get some pay out of it.

1740

You know as well as I do, I am sure, that that was never the previous understanding of what fostering was. Fostering was intended to enable a family to take a child into their home as if the child were their own, give them all the love, attention and support they would need as one of their own children and if they were out of pocket with respect to expenses they would be reimbursed for that, but you would not get paid for doing it.

Well, that was a time when we were dealing mostly with younger children, and in many cases with children who were not nearly as abused.

Mr. Jackson: With respect, you say I am aware of the situation but then you begin to tell me the history. I would like to take you on your word and suggest that I do know the history. What I am looking for is simply a response to the two questions.

First, the funding statement: How are you proposing to deal with that? I think I understood you to say that it is least effective and there was no commitment in dollars.

Further, I asked you in terms of a policy point what initiatives your ministry is taking in consultation with other ministries to deal with this now serious issue which has been exposed, uncovered and documented before an all-party committee of this House: the abnormally high incidence of failure and drop-out, almost a preprogrammed failure, with these students ultimately becoming consistent neediters of your ministry's support by virtue of the disjointed approach we take with respect to educational services for foster children and wards of the state.

I really just wanted to know from you what initiatives you have taken. I am aware of several interministerial committees you are working on. I would like to know and be assured, given we have a report which has gone to the government, the report of the select committee on education, which makes reference to that and challenges your ministry to work in that area. We would just like to hear your thoughts and your commitment in this area.

Hon. Mr. Sweeney: The reports and the kinds of results you referred to are the reason we are jointly meeting now with children's aid societies and foster parents' associations to determine how we can place children in more appropriate settings. For some children, as you said yourself, foster parenting, given their experience, is not the best one. We are looking at ways of using staff of children's aid societies directly. We are looking at ways of a smaller cadre of foster parents, quite frankly, but better paid and better trained. We are looking at various group home settings which would be preferable for children who do not have the same kinds of higher needs. We are looking at ways in which we can do longer-term permanency planning for these children as opposed to the foster parent to foster parent to foster parent routine.

All that is in the works. That is the kind of thing we are doing to change the current system as to where children go. That is the second question you asked.

The first question you asked was with respect to the funding. We have already negotiated with a number of children's aid societies in the province: Ottawa, Metro Catholic, Metro children's aid society and a couple of others to sit down with their own budget people and to reallocate from within their budgets extra dollars to foster parent fees. They have already done that. As you probably know, in both Metro and in Ottawa, which is where the major contentious issues were, there have been reallocations of budgets. Where foster parents were getting \$12 and \$13 a day, they are now up to an average of between \$21 and \$23 a day, including what we call reimbursibles. That has been done.

We have met specifically with some children's aid societies and with the provincial association to determine a broader provincial allocation of resources. The smaller agencies which do not have the flexibility within their budget to do those kind of things will get additional resources from us. I would hope to be able to make an announcement in the reasonably near future as to

how we are going to deal with that specific funding arrangement.

The difficulty we have once you get beyond the larger associations, which have in our judgement used an excess of what we call outside placements, very costly outside placements, is that some of the smaller associations have not done that. They do not have that pool of resources they can reallocate like the larger urban societies can. We are quite understanding of the fact that they do not have the internal flexibility; we are prepared to provide some additional resources to enable them to do that.

There are two things going on simultaneously: The funding issue, which I just described to you; and the re-examination as to the best place to put these children when it is obvious that foster parent to foster parent to foster parent is not the proper answer. That is obviously going to spill over into the schools too.

Mr. Jackson: I was specifically seeking to learn whether you had undertaken any discussion with the Minister of Education (Mr. Ward) in his initiatives to drop the dropout rate.

Hon. Mr. Sweeney: No, we are not at that stage yet.

Mr. Jackson: Okay, then I would recommend to your staff that they embrace the recommendation and the presentation. It is not hard to have that singled out and sent for one of your policy people to examine. I recommend it to you and would hope you might be sensitized to how

horrible these stats are. I think you have an idea, but not the extent of the damage that—

Hon. Mr. Sweeney: We are sufficiently aware within our own ministry of the inadequacies of what we are providing now, both from a parent funding point of view and the long-term experiences of these kids. At this point we do not have to go out of our own ministry to find any more horror stories.

Mr. Jackson: There is breakdown in the authority of the school in matters such as linkages on Ontario student records, confidentiality of reports. There is a whole series of problems that children's aids societies and school boards are not together on. It is not as simple as not enough money equals high turnovers. It has more to do with some turf wars between two jurisdictions and what is in the best interest of a student. I am just asking you to help elevate the school's participation in that case study examination of a child. Their needs for education are as strong as their needs for parenting, love and financial support.

Hon. Mr. Sweeney: That is not to be challenged.

Mr. Chairman: Members of the committee, as you know, the bells are ringing. The clerk informs me it is related to a vote in the House and we should adjourn at this time.

The committee of the House adjourned at 5:48 p.m.

CONTENTS**Monday, January 30, 1989**

Estimates, Ministry of Community and Social Services	
Adjournment	S-685

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Neumann, David E. (Brantford L)**Vice-Chairman:** O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitution:

Fleet, David (High Park-Swansea L) for Mrs. O'Neill

Clerk: Decker, Todd**Witnesses:****From the Ministry of Community and Social Services:**

Sweeney, Hon. John, Minister of Community and Social Services (Kitchener-Wilmot L)

Barnes, Peter H., Deputy Minister

Marafioti, Sam, Director, Technology Support Branch

Berg, Ola M., Assistant Deputy Minister, Information Systems and Applied Technology Division





LAZON
XC 12
- 577



No. S-28

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Community and Social Services

First Session, 34th Parliament
Tuesday, January 31, 1989



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, January 31, 1989

The committee met at 3:55 p.m. in committee room 151.

ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(continued)

Mr. Chairman: This is a meeting of the standing committee on social development, convened to consider the estimates of the Ministry of Community and Social Services. We have with us the Minister of Community and Social Services (Mr. Sweeney). We are a good way through the consideration of the estimates of the ministry and with today's session, we should finish the estimates on Thursday.

Yesterday we had spent a good deal of our time discussing income maintenance issues. We have yet to review adults' social services, children's services and developmental services. That finishes it off and we will conclude on Thursday with our vote which we have agreed to stack to the end.

Minister, before I go to committee members for questions in these areas, I would like to give you the opportunity, if you so wish at this time, to table any information that you have in answer to previous questions. Do you have any information?

Hon. Mr. Sweeney: I do not have anything dealing specifically with these fields, but further along we have information that Mr. Allen has raised. I would be quite happy to deal with it later on. We raised this question yesterday. I leave myself open for questioning.

Mr. Chairman: So you will bring them forward either later today or on Thursday?

Hon. Mr. Sweeney: Yes.

Mr. Chairman: I just did not want you to forget.

Hon. Mr. Sweeney: No. Mr. Allen's questions were primarily on the movement of children and adults from nursing homes and institutions back into the community. That comes up at a slightly later point.

Mr. Chairman: Are there any further questions with respect to income maintenance? If not, we can get into the adults' services and children's services areas. I think we left off with you, Mr.

Jackson. Would you like to carry on where you left off?

Mr. Jackson: Yes, thank you. Did we have any discussion with respect to the guaranteed annual income system for the aged and the disabled? Could we venture into that area? I think that is part of income maintenance.

Could we talk, Minister, about whether there is any discussion about equalizing the differential between those two? That is considered substantial to some, based on their average income. There is some differential in terms of the fiscal year, when they trigger and so on. But could we get a sense from you about that first question on Gains-A and Gains-D?

Hon. Mr. Sweeney: When I assumed responsibility for the ministry, the differential was, I believe, something like \$190 between Gains-A and Gains-D. We now have whittled that down to something in the neighbourhood of \$70 or \$80. It is in that range, anyway. I am told, it is now down to \$62. We have done that over a period of four rate increases. You will remember that there was one particular rate increase of \$50 directly to the disabled. I think it was a total bill of about \$54 million. We expect that perhaps over about the next two rate increases, we would normally get it down even. You will recall that the Social Assistance Review report specifically made this one of its recommendations. I think, with the exception of Alberta and I stand to be corrected here, we now have the highest payment level for the disabled.

Mr. Barnes: We are number one.

Hon. Mr. Sweeney: Oh, we are number one now. We were second to Alberta. So we have come a long way. We are not all the way there yet but I would suggest to you, going from a spread of \$190 a month down to \$62, is reducing it by roughly about two-thirds. We have a third to go. There is no question that that is our goal. It is just a case of getting at it and staying at it.

1600

Mr. Allen: I have a couple of general questions. There appear to be some rumours circulating that the minister is proposing to devolve the administration of the Family Benefits Act and the costs thereof—well, not necessarily that in all the rumours—on the municipalities.

That prompts the more general question as to how the minister is in fact reflecting upon the proposals in the Thomson committee report that much more of the administration of income maintenance should be in the hands of the province, that municipalities should be, in many respects, on a rather tighter leash in terms of the guidelines and structures required for delivery of the system and that this whole area needs to be significantly rationalized at the very least. Do you have some comments upon (a) the general rumour and (b) the more specific question of reorganization of responsibility around the delivery of the system?

Hon. Mr. Sweeney: Dr. Allen, you are probably aware that, dating back about three years, we did come to an agreement with, I believe, six municipalities in the province to integrate family benefits and general welfare, particularly for single parents. We retained unto ourselves, even in those six what we call integrated municipalities, the responsibility for family benefits allowance for the disabled.

The reason for the move was that a number of those municipalities were concerned about the lengthy delay between moving single parents off general welfare, because that is the entrance point, and putting them on family benefits. Of course, once they are on family benefits the province pays the full shot; when they are on general welfare, the province pays 20 per cent. We agreed that quite frankly we were prepared to move more quickly and it probably could be done if there were a single deliverer.

We had put a hold on that pending the Thomson report. We were not quite sure. I think we had about another four municipalities waiting in line, saying that they wanted to do it—Ottawa was one of them, if I am not mistaken—that they were very anxious to go on to the integrated program. We said: "Please wait. If in fact the Thomson committee recommends this, then we're prepared to come back to you and sort of renegotiate. If they recommend something very different, we do not want to have gone too far down that line and then have to come back and change it all over again."

As you know, the Thomson recommendation is, first, that there should be one piece of legislation instead of two, that the previous distinction between short term and long term was not valid for many people. Second, it would reduce the complexities that we talked about yesterday, if there were one delivery service following one piece of legislation.

I believe they said very strongly it would be their preference that the municipalities would be the deliverer rather than the province, because they are closer to the people, particularly if we are going to start moving to the opportunity planning component as well. The municipalities would simply have to be involved in that process.

However, they did put some restrictions on it. They said the municipalities would have to be prepared to accept delivery in both languages where it was appropriate and would have to be prepared to accept a significantly curtailed discretionary role in supplementary benefits and special allowances. The third one was that the municipality obviously would have to have the human resource capacity to do it. They said that in some smaller areas it probably would not be the wise thing to do; they just do not have the resources.

Basically what they are saying is that either the province should do it all or the municipality should do it all, preferably the municipality, have one piece of legislation but with certain clear guidelines and that where a municipality either would be incapable of carrying it out, because of a lack of resources, or was unwilling to adhere to the guidelines, the province should do it.

That is all part of the process that is going on. We have not made any final decisions. Dr. Allen is aware of the current provincial-municipal review going on, looking at the whole relationship between the two levels of government. We have said, "There are so many other things that you need to do, do not get too deeply into this one, but by all means take a look at it."

I do not know to what extent that review is going to comment, either favourably or unfavourably, on the Thomson recommendation in that field. We do know that in the larger municipalities, particularly the regions, which cover something like about 80 per cent of the population of the province—am I close there, Mr. Woollard? There seems to be a fairly high degree of interest with them. Once you get to the smaller municipalities, the interest begins to wane rather dramatically. Particularly when you get into some of the smaller, less well-organized municipalities in the north, the interest just disappears. They do not want anything to do with it.

I suspect there is a strong possibility that in the regions we probably are going to come to some kind of an agreement. Outside the regions it is probably less likely, if you are asking me to look ahead. As far as the rumour is concerned, I am not quite sure what you are referring to. What I

have just shared with you is all that is going on at the present time.

Mr. Allen: That is fair enough. That should settle the rumour. Mr. Sewell, in a recent issue of NOW magazine suggests that you are going to be drifting support from municipal allowances and benefits downward to a 3.8 per cent increment. Is there any foundation anywhere for such speculation?

Hon. Mr. Sweeney: No, we have already announced that our increases this year are five per cent. As a matter of fact, I would point out to you that, where the announcements internally are in the 3.5 per cent range and the transfer payments to a number of municipalities and some others is four per cent, we were able to have our colleagues understand that we needed at least five per cent in income maintenance. We are about one per cent ahead of what anyone else is going to get. No, there is nothing to the 3.8 per cent.

I grant you, if you go back two months, there were figures floating around all over the place; high figures, low figures, no figures at all. The 3.8 per cent was probably valid from somebody at some point in time, but certainly the announcement has already been made that it is five per cent this year. That money has already started to flow.

Mr. Allen: Okay, we had a number of issues that I wanted to hinge around the women's question. The minister will remember that there was a case in Thunder Bay that went to Divisional Court, where there had been a woman whose young son was under the age of 18, unemployed and not attending school. The court had ruled that the language of the regulations appeared to permit this family to continue to receive an allowance for the young man. As I recall, you appealed that. In the upshot, the family lost \$100 of income with no apparent resolution of the real problem, which was that the young man could not find work. He had not, at that point in time, enrolled in any training programs, which you were apparently insisting on as at least one of the criteria that had to be in place. You did not want to have young people just simply sitting out there.

At the same time, parents in that situation, as you must know, are really in a kind of no-win situation. They are required by law to support their children who are under the age of 18, but they are not necessarily given financial means to do so. They are really penalized for keeping such children, since they do have deductions from their benefits for room and board and yet they are not allowed an income.

It seems to me to be another one of those undue hardship elements in the system, to demand that this young person has to be in some kind of training situation even though he is over the age of 16 and under the age of 18. You do not demand that young people of the same age in normal families have to be in that kind of circumstance, and yet the family has the legal obligation to support the child and we are not apparently recognizing that in the regulations. Do you have some further thoughts on how a family in that situation should be being helped by the ministry and by income maintenance?

1610

Hon. Mr. Sweeney: You obviously touch on a very real situation that a family found themselves in. I cannot remember all of the details of the case that you have described, but I do remember, as you kept on bringing more information up, that we did-

Mr. Allen: It is hard to remember all these questions in the House. I appreciate that.

Hon. Mr. Sweeney: Yes, it really is. At the present time, the purpose behind our regulation, which is supported under the Canada assistance plan agreement, is if a child is a dependent child—and that is the definition that is used—then he or she must either be in a schooling, training program or, quite frankly, the child is responsible for his or her own needs.

One of the things that we are trying to avoid, and I presume that Mr. Allen is well aware of this, is the whole question of cycles of poverty, cycles of families that get into this same fix over and over again, and it is fairly well documented. We are truly trying to break that. It is one of the reasons why, for example, within our ministry, we provide summer employment and even year-round employment to young people to try to break that.

Our sense is that we have to be somewhat strict in saying: "You have got to be involved in something which is going to improve yourself if we are going to continue to fund you." It is reasonable and responsible. The difficulty is that you get the particular hardship situation that you are talking about.

I guess our dilemma is that if we do not insist on that, what pressure does that put on the young person to recognize his responsibility for the hardship that he imposes on his family, as well? I think you would agree with me that the possibility of being in either an education program or a training program is open to most people today. I think it would be difficult for any young person to say: "There is nothing available

to me." I would certainly agree that it is difficult for young people to get well-paying jobs today. They can get the service-type, minimum-wage jobs; there is no question about that. But if we are not going to break those cycles; if we do not insist that these young people, in fact, get an education or get some training that is going to help them, then we just go round and round and round in circles. It is the case of the lesser of two evils predominating here.

The difficulty is, Mr. Allen—and we have talked about this before, and obviously the question that you raised in the House today is another example—that there are individual cases where hardship results. There is a general principle that seems to make an awful lot of sense, and we are often caught between the two of those, and I do not deny that. But I personally still support the general principle.

Mr. Allen: First of all, it is quite clear that we are not going to break any cycle of poverty unless we have a really comprehensive strategy to do that. Dealing with a 16- to 18-year-old child is not, by itself, going to break the cycle of poverty in an individual case.

You see, the issue essentially is that that young person at that point in his life does remain, none the less, a dependent. To treat him as though he were a mature adult, 18 years of age, responsible for himself and for the burden that he may place upon others, is neither fair to him nor to the parent in question.

It is not a burden that we are prepared to place on children 16 years to 18 years of age in normal families: that they have to bear that in mind and find some way of compensating for being a burden on their parents or their family. So I am not quite sure what the rationalization is for doing it as a matter of course.

I agree we should have the programs there. We should be trying to stimulate and get response and get the family and the young person in question responding to program options that are available. But to actually force a situation on that age of child and that family which is not forced upon comparable children and families who are not on social assistance, I suspect, is a form of discrimination and will be tackled at that level.

Hon. Mr. Sweeney: You realize that the discussion that we are having right now refers to the regulations under family benefits. Where there is a defined and provable, validated need, then the options to get assistance under the general welfare program always remain for both the parent and the child.

We are saying quite clearly that in order to continue to qualify to receive assistance under the family benefits program, which is a very specific purpose, you have to meet the criteria. But if, above and beyond or outside of this criteria, this imposes a genuine financial burden on a family and on that particular individual, then the opening is still there to apply to general welfare and get assistance that way. It is not the easiest thing to prove, but it can be done.

With respect to your observation that a nonwelfare family or a family that is not on income assistance does not have the same burden, I only say to you the burden is there; it just does not have the financial implication with respect to the province. But the burden is still there. I mean, the family has to carry the full burden then.

Mr. Allen: I conceded the burden, but what we seem to be saying is that a young person 16 to 18 years of age should bear a responsibility, direct and recognizable in public affairs, to be compensating his family in some fashion or other, either in behaviour or in material terms, for the burden that he imposes on the family, and we do not impose that burden. I recognize the burden is there, but on the family.

I would be happy, you know, if we were working with the mother and the whole family unit in such a way as to encourage movement into a training program and working with the mother in so far as she is being persuasive or trying to be persuasive with the young person. But to actually go the distance of depriving her of income for him in this instance and therefore lessening available family support on the questionable notion that this young man ought somehow or another to be paying back the family at that age for the burden he is imposing has some serious questions around it. But I will leave it to Mr. Jackson to pursue this.

Hon. Mr. Sweeney: Just let me comment very briefly on what you have said. There are two elements. The first line from any of our income maintenance workers, working for the ministry at least, would be to do what you just said; in other words, to draw to the parents' and the young person's attention: "This is the potential financial penalty that is going to flow if this situation remains the way it is. We are prepared to sit down with you and try to work something out, but if you have come to a firm determination that you are simply going to sit home and not make an honest effort here, then your family is going to pay a penalty." It is not a case of just cutting them off and that is it.

The second point I would make, in response to my observation earlier, is that you know that in Ontario today, from a legalistic point of view, 16-year-olds have the right to leave school and the right to leave home and be, if they choose, independent and on their own. That is a fairly significant burden. I must advise you that in a number of cases I really question whether that should be so. Whenever I have tried to make some even moderate changes in legislation to deal with the whole question of whether 16- and 17-year-olds, quite frankly, are capable of being on their own, I get very strong reactions from organizations such as Justice for Children.

The one I had recently was in terms of the amendments to the child and family legislation when I said a 14- or 15-year-old who runs away from home should be, at the request of the parent, allowed to be picked up and brought home. You know; you sat in some of the public hearings. We got some strong reaction there, as much as to say, "Who do you think you are to say to a child that if he wants to be on his own and independent and self-supportive, he can be?" I do not think that makes a lot of sense. I do not know where they are going to be self-supportive. You know, "You shouldn't interfere."

Well, 16- and 17-year-olds in this province have that right now. I assume that if we say that legally they have that right, then—I am sure you have heard me say this before—there is a corresponding obligation. I just do not believe that a 16- or 17-year-old ought to be able to put his family in that kind of financially stressful situation and just say: "It's not my fault. I can't do anything about it." I do not think we should do that.

1620

Mr. Allen: But it does not follow as a matter of course that they have to accept the obligation that follows their making a decision to be independent in that period of their lives. That is all I am saying. It is a bit of a transitional period in their lives.

Hon. Mr. Sweeney: True.

Mr. Allen: They are moving one way and another. There has to be some flexibility in how we deal with that. That is really what I am trying to say.

Hon. Mr. Sweeney: All I can share with you is that the first line of discussion between our staff and the family would be the one you suggested. I am just picking a scenario out of the air, but if the parent says: "Look, I am sorry. I cannot do anything about this. He refuses to

listen to me," and the young person says: "Do what you like. I am going to live my life the way I want"—in other words, there is no evidence of any co-operation there whatsoever—then the regulation is implemented.

I can share with you that in discussions of these measures and other ones like them, my income maintenance people tell me over and over again: "Minister, we do not drop that guillotine the way a lot of people think we do. We really attempt to work it out. But when it comes down to the short strokes and we do not get any co-operation or any support, then we implement the ruling."

Mr. Chairman: Mr. Jackson, you had a supplementary.

Mr. Jackson: I am going to start with a supplementary, but I just wanted to get a question in. I want to key in on the minister's reference to making all efforts in order to ensure educational opportunities. I want to ask the minister what he has done in the last year or so with respect to eliminating some of the barriers for day care access for people who may become part-time or full-time students.

There are rules within the procedures for the delivery of day care by which, when students change their classification or members of the public are taking a certain number of courses, they can be denied access to day care when they previously had it. I know these are not directly administered by your ministry, but in most cases the municipalities or regions that are causing these rulings cite the rules set out by the ministry in terms of what constitutes a student, whether it be full-time or part-time, and what constitutes the amount of income one is entitled to earn while one is a student.

You made reference to the educational experience as a means of breaking the poverty cycle. I have been talking to an increasing number of women of mother-led families who are attempting to go back to school and having to carry the burdens of, forgive me, the commercial rent control that does not seem to be working for them or campus spaces that are not readily available or tuitions that may have gone up, the problems they have to encounter in all those areas. It seems that there is a problem with being cut off day care. There are precious few spaces out there as it is.

There are several instances. At a recent debate I attended at the University of Guelph, it was brought to my attention that there were clear cases of students who were dropping one credit and therefore being told: "You have to get off your subsidy for day care because you are taking

three credits instead of four. That means you are a part-time student."

I know your responses in the House to several questions on day care. I really want to bring you to focus more directly on these catch-22s. Women find it tough enough. They also have their student loans from the federal and provincial governments to pay for. In the federal case, the repayment begins immediately. It is tough for these people to get out of the circumstances they find themselves in and seek self-improvement through educational opportunity.

Have you had time to look at that question? Are you consulting with any other ministry in that regard?

Mr. Chairman: I notice Mr. Jackson, you used the word "income" somewhere in that statement.

Mr. Jackson: It is a big income issue. If you have to pay for baby-sitting or day care services or if the absence of them prevents you from extending your schooling, it is cruel.

Hon. Mr. Sweeney: Yes. There are a number of priority lists within municipalities, and you have heard me say a number of times in the House that I am a little distressed that in Metro Toronto it is first come, first served. They do not have a priority list. In most other communities they do have a priority list and that priority list does include young women going back to school. If it is a high school situation, day care is provided. They certainly get that situation. Usually, if they are in a community college or an undergraduate degree, they can qualify for it.

The complaints I have heard most often are from those women who are now taking their second degree or getting a master's degree in addition to their bachelor's and the local community has quite frankly said: "Look, this goes on and on and on. Somewhere along the line we have to draw the line and we believe that our responsibility is to be sure that everybody gets a crack at basic education first. If you want to do something well beyond that, we're not saying don't do it, but our responsibility is in that priority list."

The second one is with respect to full-time and part-time. Clearly, a number of municipalities have said that if you are a full-time student, they are prepared to recognize that financially you have a need they are going to assist you with, or at least they are going to put you on their priority list. If you are a part-time student, you have access to other forms of income by the very nature of being a part-time student. Rightly or wrongly, that is the definition they make.

I guess what we are dealing with here in both those kinds of cases is the priority list: Who should get first crack at it? You are well aware of the fact, for example, that we are sponsoring in a number of places—just two this last September, in one high school in Etobicoke and one in the city of York, I think—programs within the high school itself for young mothers who want to go back and get their high school education, so that the day care is available right in the school itself.

Mr. Jackson: I am sorry, you have incited me to respond out of turn, but I was at the York board last night. I spent a couple of hours going over their programs and they have classified the program which—well, they stylized it to be this way: You had encouraged the development of these programs but not provided the funding and there is an imbalance between what constitutes an educational program in York and what constitutes an early childhood day care program.

There is quite a bit of concern of which you are aware, but I just wanted to let you know that I heard more concerns from a board of education about this government's administration of the day care plan than I did about its educational problems. That is how angry they are at what they feel is the way they have been treated. I do not want to monopolize the day care issue, but you may want to get into the York situation in a little more detail because—

Hon. Mr. Sweeney: I think that we need to make a clarification, though, with the York board of education, and I do not want to get unduly critical either, but let me put it this way: Let's set the record straight. The learning enrichment program/learning enrichment centre is a spinoff from the York board itself.

Mr. Jackson: That is right.

Hon. Mr. Sweeney: They have indicated that is the way they want day care to be operated within their schools. They have also said that we have underfunded them because we do not give them all the subsidized spaces that they want. The record clearly is that the learning enrichment centre, as a spinoff of the York board, has a higher percentage of subsidized spaces than any other organization in Metro Toronto. There is no—they have got the highest.

Mr. Jackson: To be fair, they have the largest concentration of new immigrant families in an educational setting and they have one of the highest percentages of adult educators in all of Canada and probably in North America. But the fact remains that your ministry would have to recognize the imbalance that creates in the social

service delivery matrix when there is such a concentration of those two factors.

There is a separate debate going on with the Minister of Education (Mr. Ward) and his definition of what constitutes adult education, but that is a separate debate from the one affecting you in terms of helping these immigrant families who are arriving here and seeking language training and seeking to improve their job skills through education and how they are being classified by one ministry and by your ministry, two separate ministries.

In fairness, York is unique, but still, in terms of the ratio of commitment, it may be high relative to others, but its client needs are rather unique, which is the point that the board has been trying to make.

1630

Hon. Mr. Sweeney: But I would suggest that that is exactly what I am speaking to. The very fact that they now have the highest ratio of any organization is a way for us—and the municipality, by the way, which actually allocates the spaces. We have discussed it with them. They already have the highest ratio. They are saying to us and saying to Metropolitan Toronto, which allocates the spaces, "If you do not give us 100 per cent, then we are going to close up." I think their percentage is about 75 or 80 per cent. It is very high.

We are saying quite frankly to them, "We are not prepared to give you 100 per cent." There are very few exceptions, say, where we have day care centres that provide the needs of highly significantly disabled children. We have a few exceptions to that, but the general rule is that we do not provide a 100 per cent subsidy to day care centres. We are not going to do it in York either. What York simply wants is that we fund the entire program and the board runs it and takes whatever credit is involved there. Then we are left trying to make the system work in other places.

I have another problem with York. What we are trying to suggest with the new day care centres opening in new schools across the province, and even some renovated ones, is a fairly high degree of parental involvement in that program. The way in which York has structured its learning enrichment centre makes for a much lower degree of parental involvement. For all practical purposes, the school board is running the program. They say it is at arm's length, but that arm is pretty short. We do not want that.

I have said very clearly—and I have said to the Minister of Education and I have his co-

operation—that I do not want school boards, school principals or teachers' associations running day care centres. I want a clear distinction in the operation of those centres, despite the fact that they are located in schools. I think it is a good idea to locate them in schools. I made the observation yesterday that roughly one third of our 2,400 day care centres in the province are located in schools. We have nothing against it, but I do not want them to be part of the schools.

If I can make a personal observation, that comes primarily from my own 23 years in education. I personally think that the worst thing we could do—a lot of people do not agree with me, but let me just speak to this—is have schools, teachers, school boards and principals running day care centres. As long as I am minister, I will tell you very bluntly that I will not support it. I will actively work against it. When I am replaced, somebody else might. But my sense is that that is in the best interest of kids and what we want to happen at day care centres.

I do not want to see day care centres, quite frankly, run as junior-junior-junior kindergartens. I am absolutely convinced that if school boards and teachers do it, that is what is going to happen. I do not think that is what they should be.

Mr. Chairman: Ms. Poole, do you have a question on the income maintenance area?

Ms. Poole: Yes. I do not think I will have to stretch quite as far as Mr. Jackson to make it fit income maintenance either.

I am on page 39 of income maintenance, the Ontario drug benefit plan. May I start, Minister, by commanding you on your estimates? I found the background information you provided very helpful in deciphering the figures. Nevertheless, I still have a few additional questions.

I am looking at the case load information, family benefits allowance as opposed to general welfare assistance, pertaining to the average number of claims per beneficiary. I understand that FBA is more long-term. At least it is supposed to be long-term, so you probably have a greater case load of the disabled and those having substantial medical problems. That might partially account for the differential.

Are there any other factors? I am looking at family benefits allowance, which has an average number of claims of 13.3 per beneficiary, as opposed to general welfare assistance which in 1987-88 had 8.8 as an average number of claims per beneficiary.

Hon. Mr. Sweeney: The observation that you made earlier in your question pretty well answers question number one. FBA is primarily single

parents and the disabled. There are about 90,000 of each on the family benefits case load, and it is a long-term one. I think the average time for the disabled is in the neighbourhood of five or six years. For single parents, it is in the neighbourhood of about four or five years. It is in that four-year to six-year range.

The average time for people on general welfare other than single parents and the disabled—that is the entrance system; in other words, a single parent or a disabled person who wants to get on family benefits goes through welfare first, usually for about two or three months and then we get them on to the longer term program.

The bulk of the people on general welfare are short-term people who have a short-term illness or are the short-term unemployed; that is the nature of that group. Consequently, they are on for a much shorter period of time. Therefore, it would not be surprising that when you are comparing a time on the program of, say, seven or eight months as opposed to five or six years, the number of cases per person would be less.

Second, due to the fact there is a much higher number of single-parent families with young children and disabled people on family benefits, again, it would not be surprising that they would use drug programs more frequently. Those are really the two reasons for it.

Ms. Poole: When its says "per beneficiary," that would include all the dependents: the children, everyone in that family. You might have five claims per beneficiary; it might actually cover five different people.

Hon. Mr. Sweeney: The distinction we make between a recipient or a claimant is the person who gets the cheque. A beneficiary is any member of that family who is supported by that cheque. While we send out approximately 290,000 cheques a month to recipients, there are about 523,000 beneficiaries. Of course, you add to that the dependent children and the dependent spouses.

Ms. Poole: So the beneficiary does include the dependent or the spouse.

Hon. Mr. Sweeney: Yes. It is the distinction between those terms I was trying to make.

Ms. Poole: So the actual number of claims per family might indeed be higher.

Hon. Mr. Sweeney: Oh, yes. On general welfare, there is at any time about 30,000 to 40,000 single people, whereas on family benefits you have the disabled who are single, but many of them of course have families. You are

answering the question for me. Your observations are quite accurate.

Ms. Poole: Stemming from that, the Thomson report brought up the whole issue of benefits and the fact that for those who are on social assistance there is not a lot of incentive to get off, because for one thing they could get a job but what they would lose in the benefits plan might more than make up for that. They are actually better off on social assistance than they would be if they went out and were able to get a paying job. Of course, he recommends that the whole attitude towards this change and that there be some sort of interim protection.

Would you like to comment on that whole scheme? Has your ministry done any cost-benefit analysis in this regard?

Hon. Mr. Sweeney: The last figure I saw was that the value of the benefits package is somewhere in the neighbourhood of about \$700 or \$800 annually. Am I close? I am in the ballpark anyway.

That, of course, includes the Ontario health insurance plan; it includes drugs; it includes glasses where necessary. As you can tell, there are some families who are obviously going to use more. For some families, the benefits package might be worth in any year \$1,200 or \$1,300; for others, it might be worth \$300 or \$400. The average across all of our recipients is in the neighbourhood of about \$700 or \$800.

What we are looking at right now is a transition period—the word is appropriate, I think—whereby when people move off, we would allow them to continue to retain the benefits package until their income was sufficient to make up for that difference. That is one thing we are doing.

The other thing we are doing, of course, is looking at allowing them to retain a higher percentage of their earnings. At present, they can earn roughly \$140 with no discount. The next roughly \$100 is discounted at 50 cents on the dollar. Beyond that, it is dollar for dollar. The recommendation of Thomson, one that we find very supportable, is that we go farther down the line before we hit that dollar for dollar. I think they say you start at about 66 per cent and gradually reduce it over a period of time. I cannot remember what the final figures are.

1640

We think, for the very reasons you have mentioned, that on the whole question of incentive you have to deal with: How much do they lose when they earn money? At what point do you start cutting it off at dollar for dollar as opposed to a portion of the dollar? Second, how

do we account for the well-understood sense of security in having that benefits package? Many of the jobs some of our people go into, at least their first job, the entry job, are such that there is not much of a benefits package available to them.

We are very conscious of both of those. It is a very strong recommendation in the Thomson report. It is the sort of thing we are trying to put the beginning pieces of together anyway; no challenge on that.

Mr. Allen: The member for Eglinton (Ms. Poole) might be interested, as the minister might, that some municipalities including my own in Hamilton are at this time actually discussing providing an income supplement for low-income earners, precisely to avoid having them fall into the welfare trap. It is seen as a long-term investment that probably will save them considerable dollars down the road. That of course is in line with the Thomson report proposal.

Hon. Mr. Sweeney: I can also share with you, in case the municipality has not already, that about four or five years ago the regulations were changed so that a two-parent family on general welfare could have either of the parents identified as the head of the family and the other person could continue to qualify for general welfare on the basis of the total income flowing into the family. That regulatory change four years ago was put into effect. Municipalities have had the option of using that change in the regulation to the extent it is possible. Some make good use of it; others do not.

Mr. Allen: Some have the resources and others do not.

Hon. Mr. Sweeney: That is right. That is one of the dispositions available at the municipal level along with a few others I am sure you probably are going to want to discuss.

Mr. Allen: Under family benefits, I come again to the question of custody support enforcement under the Support and Custody Orders Enforcement Act, which of course intersects with family benefits, because family benefits is the instrument by which the support payment is delivered after three months of failure to pay on the part of the supporting spouse. I have in my hand, from the member for Sudbury East (Miss Martel), 15 cases in that one riding. There seem to be numbers of others across the province in which women on family benefits are getting caught in a very serious bind over this whole question.

As you know, when the support order is filed, the Ministry of Community and Social Services

immediately deducts the payment from the mother's monthly allowance cheque and does not come in as a payee until after three months have elapsed. In the meantime, the mothers in question in all of these 15 cases have not received the payments that were due to them from support, yet they are getting the deduction taken off their family benefits. They have to wait three months, as I understand it, before they can receive compensation from the ministry, at which point the ministry steps in.

The numbers are quite significant because apparently 89 per cent of the orders handled by the provincial office that handles the issue involved children, and only 43 per cent of the total orders received their cash on a regular basis. The result, obviously, is very serious. I wonder if the minister is aware there is a clear relationship that appears to exist between the receipt of support payments on a regular basis and the length of time women stay on family benefits; that is, the more regular and the more complete the payment pattern, the more easily they can cope with their circumstances, get their life in hand and get off family benefits. There is a very clear correlation of those two elements.

There are regimes, jurisdictions, where it is simply required that where children are involved in an income maintenance program in a social assistance package, the payment is assured as a matter of course. In other words, what would happen under our system is that the payment would be made to the mother in any case. She would retain her full family benefits and the money would go to the enforcing agency right from the beginning, so there would be no question whatever that the family unit that is supporting a child or children would have the resources always, monthly, regularly, without question, so that the children in particular are not harmed in the process.

I guess the question we have, certainly the question Miss Martel has, is why there would be any problem with the ministry, I guess in companionship with the Ministry of the Attorney General, simply going whole hog in the cases where children are involved, in support and custody cases like this, and simply taking over the responsibility and doing the enforcing.

The likelihood of the defaulting parent choosing to run up against the ministry as an enforcing agency, as against the other spouse, is obviously ultimately more persuasive and more likely to yield regular payments. Why not extend the principle right down the line and simply ignore

the deduction, do not do the deduction and just require the payment directly to the ministry?

Hon. Mr. Sweeney: I am going to ask Mark Woppard from our income maintenance branch to speak to some of the detail, but before he does, I would like to share with Dr. Allen some of the principles or philosophy he spoke about earlier.

You will be aware of the fact that prior to the recent changes the Attorney General (Mr. Scott) made, the requirement within our ministry, and as a matter of fact the requirement under the Canada assistance plan, was that before we made any payouts to people, we had to ensure that all other potential sources of income were examined, explored, and if possible, achieved. That includes support payments for a single mother.

Therefore, our first line when a single mother presents herself to one of our offices is to say, "What other sources of income are available to you or potentially available to you?" If it becomes obvious support is one of those, then the requirement is that an attempt be made, if it has not already been done, to get that.

There have been situations where when the mother explains what the relationship is between herself and her former or continuing-but-separated spouse, in terms of physical danger, emotional danger, whatever the case may be, and this is going to be a hazard to her, we waive that obligation. We have the right to do that under the Canada assistance plan, but we have to do it with a certain amount of accountability and responsibility. The other point is that if after an honest effort is made to try to find that and we just cannot get it settled down, once again we waive that as well.

What I am trying to tell you is that there is an obligation on us, through the Canada assistance plan, to attempt to get that money. The difficulty we have had, which you briefly touched on, is that even when we do get an order or an agreement as the case may be, my understanding—Mark Woppard might want to speak to this in a couple of minutes—is that more often than not it is a noncourt-ordered agreement that they come up with. The percentage of those that are court-ordered is smaller.

But regardless of how we get the agreement from the departing spouse, we do find from time to time that he does not send the cheque at the end of the month and what you describe happens. The whole purpose of the Attorney General moving into the field was to try to accomplish what you just described, that instead of asking a single mother with so few resources to go chasing after this reluctant husband and father—I think at one

point in time before he brought in the legislation, something like 80 per cent of the orders were not being carried out. Those are court orders, not the sort of mutual agreements made between the two spouses. The number of those being covered is fairly high.

1650

Therefore, what we wanted to do was to say, "Look, mister"—as the case may be because in 95 per cent of the cases it is a man—"you are going to pay in to the Attorney General and we are going to see to it the mother gets the ongoing support."

You started out by referring specifically to a couple of cases; I think 15 cases that Miss Martel brought to your attention. She brought a couple of those cases to my attention and when we investigated them we found out that in fact that was not really what was happening. That is what I would like Mr. Woppard to speak to. Step by step, could you take us through exactly what happens? I think there is a bit of a misunderstanding as to either what is happening or what we can do and maybe is not being done.

Mr. Woppard: I am Mark Woppard from the Ministry of Community and Social Services. Dr. Allen drew the correlation between support payments and the length of time on social assistance for single mothers. That correlation is very strong. Where it is particularly strong is where the single mother is in direct receipt of the support payment from the ex-spouse and not where the ministry has intervened and taken an assignment of that court order and received the funds directly itself.

The first principle the ministry has in terms of policy is to try to maintain the direct payment relationship between the former husband and the single mother on social assistance. Therefore, we do have a policy that we only direct that court order be assigned to us after it has been in default for some period of time.

In terms of the specifics of the cash flow on a monthly basis, for a single mother who is expecting to receive her support payment on the first of the month, if she has not received that on a timely basis, our policy on the other side is to reimburse and replace that shortfall on an in-month basis.

We do not wait for three months, as I think your question was suggesting, to replace any missed support payment. We replace the payment immediately, and as Mr. Barnes was mentioning yesterday, the comprehensive income maintenance system computer system can calculate and issue an adjustment cheque basical-

ly on a 48-hour turnaround time and replace any missing funds.

We do not leave a single parent stranded if her support payment has not come in. We do avoid putting the payment through the court process or having the defaulting husband make his payments to the court, and the court to the ministry, as much as possible in order to keep the single parent as involved as possible with that support order. She sees that money coming in every month and she has a direct interest in maintaining that support order.

It is that kind of situation that leads to single mothers getting off social assistance more quickly, when they recognize there is this second source of support coming in on a regular basis that they can rely on when they go off to employment or other things.

I do not know if I have addressed your question.

Mr. Allen: In part, although I have to say that if that is the case, it would appear that what you say with regard to there being no particular period of time you insist on before acting and getting into a repayment situation with the mother appears not to have been followed in the Sudbury office.

All I can say is that it may be the minister has already dealt with that aspect with Miss Martel, but I was not aware of it because she gave these to me just the other day and I do not see a response from the minister in this package at all.

Hon. Mr. Sweeney: Can I make a distinction here and ask Mr. Woppard to please comment on it. It is between a single mother first coming on and a single mother who has been on for a while. Is there a difference in the time delay there, because I believe that was one of the questions Miss Martel brought to my attention? I pointed out to her, as Mr. Woppard had, that if the single parent has been on the system for a while, then the time delay is very short. If they are just coming on for the first time—

Mr. Allen: That is the point.

Hon. Mr. Sweeney: —it is a slightly different situation.

Mark, could you speak to that? Do you understand the distinction I am making?

Mr. Woppard: I know what you are asking, but I am not familiar with any ministry policy that would make such a distinction. We basically look at what is the track record of the payer, his history of payments, and if they are by and large on time and timely, we do not take on an assignment either at the front door when some-

one first comes on assistance or later on. We do try to avoid that.

I know a decade or so ago, in fact, we had the opposite practice. For everybody who came on assistance as a single mother, whether the payment was regularly made or not, we instantly took an assignment; she lost all knowledge of the history of the order; in fact, many single parents would not even have known whether the husband was up to date or making his regular payments. Experience 10 years ago said that when they lose that contact, then the positive effect of that support order is somewhat lost, so we do avoid it, both with the new client coming on and with the existing one.

But in terms of a payment being missed, we would replace it within that budget month, such that if a single mother was due \$300 in December and by the end of December she had not received that payment, an adjustment cheque would be issued immediately, whether it was a new client just coming on or a long-term case. That should not make a difference.

Mr. Allen: Perhaps I can read a case to you. Miss Kelly Gagnon was receiving \$713 a month from family benefits allowance until the support order of \$400 a month was filed. Her benefits were then reduced to \$313 a month, while the rent was \$300 a month. When she contacted my office, the support payment had already been late two months in a row and neither the ministry nor the enforcement office would intervene to ensure her financial stability at that point.

What you are describing to me does not appear always to happen. I am gathering, since I have never handled a particular case like this myself and I am wondering, I assume that not all support orders are filed, that if things have been going along all right, nobody bothers to file an order, right?

Mr. Woppard: Correct.

Mr. Allen: At the point when the support order is filed, there are accumulating problems of some kind that the mother is having difficulty with or the father is having difficulty with, depending upon who is being supported. So the argument around regular receipt of payments and the length of time that you are on FBA is already a disturbed one. That mother or that father at that point in time is not in regular receipt and, therefore, the pattern is already broken. The argument that somehow or other one should try to maintain regular payments is perhaps becoming somewhat of a futile pursuit at that point in time and the mother recognizes that, so she goes and files the order. She is having trouble, and then it

does appear that there are offices which are allowing spouses in support to hang out there for a period of time, more than one month, while the deduction takes place and no money is coming from the other spouse.

All I can say is if that is not your understanding of the way it is supposed to happen, then I do not know why these cases are occurring at constituency offices. I just wonder whether the effort of trying to continue a sort of direct payment from spouse to spouse under these circumstances, when a mother or one of the parents, the spouses, has already discovered a major problem in securing payment, really is not self-defeating and whether one should not just go directly into an automatic payment plan with the defaulting spouse and forget about the nicety of trying to preserve a kind of correlation which already has been broken in any case.

Hon. Mr. Sweeney: May I make two observations? Mark may want to comment on it as well. The first one is that you obviously have a specific case in mind. If you would share it with us, we will certainly check with our Sudbury office and see if there are any other details that neither one of us is aware of, because that is certainly not the way it is intended to operate.

Mr. Allen: But I gather that is a bit of a pattern in these cases.

Hon. Mr. Sweeney: Even if we have one, we can then talk to our people and say, "Look, here is a specific case, a specific single mother; would you please tell us why you did what you did?" if you find it happened.

Mr. Allen: Yes. Okay.

Hon. Mr. Sweeney: The second point is, and I am being a little repetitive, at the present time there is a greater percentage of support orders that are mutually agreed and mutually paid than there are court orders. The court orders are the smaller number.

Mr. Allen: I am happy with that.

Hon. Mr. Sweeney: That is fine, and basically what I am trying to reinforce is the point that Mark Woppard has already made. Our experience shows us, and I believe—I cannot remember where, but there is something in the Thomson report that supports this—that the evidence shows clearly that where a single mother has other sources of support than our income maintenance, she tends to get off income maintenance and stay off at a much higher percentage. In other words, the experience tells us that.

Where that is happening—and that is the majority of the cases—why would we then take that practice and turn it on its end, and put them all into court orders?

1700

Mr. Allen: No, that is not the proposal. The proposal is that if we have a woman who is facing difficulty with payments—

Hon. Mr. Sweeney: This is the minority of situations.

Mr. Allen: We are not worried about the bulk of them who are going along satisfactorily or trying to make them a ministry responsibility under this office. Not at all. What I am suggesting is that at the point at which that support has become irregular and difficult for the recipient and the order is filed with the office, the payment ought then to be an automatically collectable item for the office. We ought not to get into any sort of fancy games about trying to re-establish what has become a defaulting relationship anyway, because apparently that is being used, at least in some offices, as a way of delaying, in such a way that the recipient spouse is in real income difficulty for one, two, sometimes three months; occasionally more. Where it is healthy, fine, but where it has become a problem—

Hon. Mr. Sweeney: Mark, I would like to know if we have or if we can get the data that tells us the percentage of court-ordered payments that go into default. Mr. Allen seems to be suggesting that once it reaches that particular stage the chances are likely that it is going to be a problem situation. Do we have any evidence that says to us that once it gets to be a court order it is more likely to go into default in the future; or does the evidence suggest to us that is not a high percentage?

I just do not know what the answer to that is. If in fact, as Mr. Allen suggests, a very high percentage of these go into continual default, then his observation is very apt. If, on the other hand, the evidence suggests that a smaller percentage go into default, say less than half, the minority, then once again we are back into that other situation where we say, "If it is working, do not fix it." Would you have that figure or can you get it?

Mr. Woppard: My knowledge of the data, and it is probably a couple of years old, is that about half of the court orders are being paid on a regular, up-to-date basis and half are in default in some way. It is that half which, by and large, is assigned to the ministry and paid in the indirect

way and the single mother's full budget is maintained on a monthly basis.

I do not have any data that gets at the question of, when an order goes into default for the first month, second month or third month, whether that is an indicator of problems for ever and ever with that order. I do not have information and I am not sure that we would be able to come up with that.

Hon. Mr. Sweeney: So the 50-50 split is the best information you have at the present time?

Mr. Allen: But that is not what you were asking about just a moment ago. You were asking about the performance among the 50 per cent who have been irregular payers.

Hon. Mr. Sweeney: No. What I tried to separate out, Mr. Allen, was that the majority of the cases are mutual agreement: no great problem. Then we have got the minority of cases which are court-ordered. What evidence is it that those court-ordered ones tend to break down, and at what frequency?

The response I heard Mark Woppard make was that it looks as if, of the court-ordered ones, about 50 per cent continue payments on a fairly regular basis and about 50 per cent show some breakdown. The percentage of the total is getting smaller and smaller all the time.

Mr. Allen: But again, the point is that we are not concerned about those who have been court-ordered who are performing. We are concerned about those who are court-ordered and not performing.

I thought you were asking if, among the court-ordered who are not performing, there is any differential evidence as to how they perform in future after the orders for custody support enforcement have been filed with the office. That is a statistic that would be very interesting.

It seems to me that one should not leave women in limbo or hanging there in any respect when there is child support entailed. That is the point that I want to make: that there are jurisdictions that insist that in benefit packages, support assistance packages like family benefits where children are involved, you do not ever allow that support package to fall apart in any way.

What happens in the procedures involved is that when the woman files the support order, a Ministry of Community and Social Services office immediately deducts the amount from family benefits without knowing whether in the course of the month that payment is going to be made by the delinquent spouse. You are putting that family group implicitly at risk. That is the

point, whether we should not in fact recognize that and once we have that breakdown situation and the court order is filed with the custody enforcement office, there is simply no deduction made and the office assumes the responsibility of collecting the court-ordered amount. I will leave that with you as a proposal.

Hon. Mr. Sweeney: Yes.

Mr. Allen: I do not want to go into any further debate on it, but I think it is worth thinking about, because it does provide that element of security for a parent and child, who should not be put at risk.

Mr. Barnes: This is obviously a complex area. and there are some things in those cases I would need to understand more about. But where they have broken down and we have collected via the Attorney General, the money goes to the Attorney General who reimburses us and we are already paying the individual the full amount of money that she would be getting. There is something here in between that, the cases that have broken down and the situation where there is no trouble.

Presumably, what appears to be the case is some people are definitely falling between the cracks. We need to find out why and to fix it. I am not sure what their crack is right now. We need to look into it. If we could have the details, we will find out just what is happening there. I do not think we can offer better than that at this point, because as I said, once it is broken down we pay them the money and the Attorney General collects the money and then reimburses us. They should not be not getting a sum of money when that money does not appear once it is broken down.

Mr. Allen: There appears to be, to use George Thomson's term, some breakdown in the trend, that it is not as smooth as it should be.

Mr. Barnes: We need to find out. Exactly.

Mr. Chairman: This is an extremely interesting area. I am wondering whether members of the committee are ready to move on to adults' social services. I am in the committee's hands, but I am reminding the committee that our time with this minister is elapsing and we have three areas yet to cover.

Mr. Allen: It really sounds to me that we need to revise the whole estimates process. Some of these ministries are very big and have very important programs, and it is very difficult to move critically through the significant programs administered there in such a way as to get

complete answers to problems that we are having.

Hon. Mr. Sweeney: I think there was a suggestion by someone that three or four ministries come up every year and it could be for a longer period of time. I have not heard lately where that is at. Maybe you know.

Mr. Allen: On page 34, at the bottom of the page, it states, "Total Caseload (Above) Includes Work Incentive Cases Of," and then we have a figure for 1987-88: 2,174. Are those the total work incentive cases out of total beneficiaries of 324,000? I suppose the case load excluding the dependents is 169,000 persons.

Hon. Mr. Sweeney: We have a program called Win, work incentive. It is one of a whole number of employment support programs. That happens to be one type of program. It goes back about eight or nine years roughly, to 1979, almost 10 years now. That is the total number of people who are on that particular program. We have the social services employment program, for example.

Mr. Allen: I am familiar with the fact that there is a range of programs. I guess I did not notice any other place in the estimates book where there was a reference to programs and statistics attached so that we have a sense of the numbers in all those employability programs. They may be there and I have missed them.

Hon. Mr. Sweeney: Can we try to find that for you?

1710

Mr. Allen: Yes, please. That would be very helpful. I want to ask the minister very briefly about one employability program on which he raised a question. That was about the community economic development program a year ago.

Hon. Mr. Sweeney: Yes, that is the federal-provincial one?

Mr. Allen: It is the one where you have \$4.4 million and you were scouting for communities that would be sensible and realistic places to expect that some useful experiments would be undertaken. We had some runaround about whether Hamilton was or was not in the game. Could you tell us what has happened with regard to that particular program—which communities, what has been happening, is there any monitoring going on of the programs in question and how effective are they being?

Mr. Chairman: Does this come under income maintenance?

Hon. Mr. Sweeney: It comes under a federal-provincial agreement to try to divert some income support money to employment support programs.

Mr. Chairman: Within these estimates?

Hon. Mr. Sweeney: Yes, it comes in there some place. I am not quite sure what the most appropriate place is, but it is in there somewhere. As the member has pointed out, we spoke to about 20 or 30 communities around the province and ended up with 12 or 15 that are actually in the program.

There were certain criteria that we set out as a provincial government. One of them was that it was actually going to give people some kind of skill, so that when they were finished the program, they were going to have an acquired skill. We had one situation where people wanted to get involved in an export program that was not going to give them any skills at all and quite frankly would require their having a certain number of skills right at the very beginning that he could not possibly have. If he had them, they would have jobs.

The other one is the ability of the local community to support it and the degree to which it gave us enough information. I remember being up in Sudbury at the opening of one of those programs. I think Sault Ste. Marie was another one. I cannot remember where all the places are. The question is, what is the monitoring mechanism that has been kept in place? I do not know that. Does anybody here know what monitoring is being done of the employability that we are jointly sharing with the federal government? I do not know the answer, but I will get it if nobody else does. Do you know?

Mr. Barnes: No. The federal government offered to cost share in a series of evaluations of how effective the programs were being. We have actually carried out an evaluation of our own programs, which we are sharing with them, which has a control group. We have results around that which we have sent around and discussed. I am not sure where we are at in terms of the actual federal matching program. I do not know the answer to that. I will try to find it.

Interjection.

Mr. Barnes: Yes, the program has, but I am not sure what monitoring is taking place in terms of evaluation, which is the question you are asking.

Hon. Mr. Sweeney: There is an evaluation component built into it. That was part of the agreement.

Mr. Allen: There is. I wanted to know both how that was working and, of course, what results you are getting.

Mr. Barnes: That is what we are finding in the evaluation of our own programs, which we are taking as basically the best evaluation that we have. The difference between our evaluation and the federal evaluation is that we are evaluating against a control group. We believe that is good scientific evidence. The federal government is purely evaluating the people who actually get the training. We are asking, "If they didn't get the training, what happens to them?"

We found that in some of our programs, such as sole-support mothers, where we have provided that sort of assistance, there is a very high rate of return, even though it is very expensive initially, in terms of their taking up a job and staying in the job. The sort of programs that have not proved as effective tend to be the shorter-term programs for youth. In some of the summer Experience programs, they go in, they work, they come off and they do not stay and work. At the end of the program, the job is gone. And they find it difficult to get work once the summer is over.

We are in the process of evaluating where we should concentrate our money. The problem is that even though some of the summer Experience programs for youth may not work, the work experience is probably still valuable for a variety of reasons. The best ones without question are the ones with the sole-support mothers. We have a whole series of results on this which we can share with you.

Mr. Allen: I would just like to say that I would appreciate, at some point, a fairly substantial briefing on the whole employability program package. Although you had some problems with the Perrin report, there were a lot of very critical comments in that about the nature and extent of employability programs and how effective they were being.

The community economic development program was one of fairly limited objectives in terms of numbers of people involved. The statistic that I just asked you about indicates that in the work incentive program which relates to this particular group of social assistance recipients, the numbers on the program are very small. I know that this is a critical question in addressing the Thomson report, but it would be very useful, I think, to have some overall briefing as to where we sit on those programs at this point in time.

Mr. Barnes: I would be happy to brief you on that. The reason that figure is in there is that it

appears actually in the context of income maintenance payments. The other programs are done separately from the income maintenance program. We do have figures and we can give them to you. I do not think they are in the program results summary, but we do have the figures and we can talk to you about them.

Mr. Allen: Okay, thank you very much.

Mr. Barnes: We will make a note to brief you some time over the course of the next number of weeks to suit you.

Mr. Chairman: Mr. Daigeler has been waiting very patiently to ask a question on adult services, but we have not got to that yet. Are you still on the income maintenance, Mr. Jackson, or are you moving on to another area?

Mr. Jackson: I have a question on the Win program. The statistics were not abundantly clear and I wonder if you could just clarify something. There is no tracking in the estimates here on the Win program over the last few years, whether your case load has increased or decreased, but employment programs are on the decline and I just wondered if that was a trend you had noticed.

Hon. Mr. Sweeney: No, just the Win program is generally on the decline because, quite frankly, it is not the most effective way to provide employment support. One of the reasons is that the incentive that was built into the program 10 years ago has not been improved as the years have gone by and it is less of an incentive today than it was at one point. I would not be surprised if we phased that one out.

There are other employment support programs and Mr. Barnes referred specifically to some of the ones for single mothers that are quite successful. One of the purposes of the federal-provincial employability agreement was to attempt several different models, and then both levels of government, the federal level and the provincial level, would be responsible for doing evaluation on those models and trying to come up—you know, if you try 10 models and three of them—

Mr. Jackson: I understand that. I was really wanting you to answer the question about the decline, which I thought it was, and that is why I would like the numbers over a period of time, and second, what you are doing to improve it. You are telling me that you will possibly be winding down the program.

Hon. Mr. Sweeney: That is not one that we are expanding, that is for sure. My sense is that even the people who were on it at one point have been moved on to something else.

Mr. Jackson: Okay, the deputy is so advised that I am interested in that information as well, as is Mrs. Cunningham, given that she is also involved with the Ministry of Skills Development, as I have been in the past. We are very interested.

Hon. Mr. Sweeney: Can I make just one observation? I want to get confirmation on this, but my understanding is that a single disabled person can benefit more from the Win program. Is that correct?

Mr. Barnes: Yes.

Hon. Mr. Sweeney: But for single parents, it is not all that valuable. I think that is the distinction we are making, Mr. Jackson. Once again, it was designed for a clientele for whom we now realize it is not the best, but there is still a group of people on it who are definitely better off. A single disabled person is better on Win than not on Win. The majority of single parents are not better on Win today. They might have been 10 years ago, but they are not today. There is still validity for that program for a particular group of people, but not for all of the ones for whom it was originally designed.

Mr. Barnes: Just to give some feel for it, the Win program was brought in in 1979. Since that date we have been bringing in a series of other programs. In 1988-89, for example, we will be spending about \$46 million on employment opportunities, plus about another \$13 million under the employability agreement with the federal government.

That does not include the job training that takes place for the developmentally handicapped through our workshops, on site, in jobs and all the rest of it. We have an array of employment programs and what we are trying to do is look at all of those at the moment—Win, vocational rehabilitation services, the ones we carry out with the disabled, on-site support—to see which are the most effective and which are the ones on which we should be concentrating our attention, so we do get the best return for our money.

Mr. Jackson: In fairness, Mr. Barnes, are there not programs that have in the past been funded with 100 per cent provincial dollars, and some with partial provincial dollars and partial federal dollars?

Mr. Barnes: Yes, the employability agreement is a matching agreement with the federal government whereby if it spends so much, we spend so much. In other words, we have signed an agreement with them that if they will spend, let's say \$15 million in the province, we will

match that with another \$15 million. That is not cost-sharing.

Mr. Jackson: What about the Win program?

Mr. Barnes: The Win program is 100 per cent provincial.

1720

Mr. Jackson: That is what I understood. This whole issue of income maintenance and employability for us as Canadians becomes an important question about addressing the national needs of our country—

Mr. Barnes: I do not dispute that.

Mr. Jackson: —in provinces with 21 per cent and 22 per cent unemployment. Ontario, even by the admission of the Premier (Mr. Peterson) and the Treasurer (Mr. R. F. Nixon), is an economy that is running at full throttle; therefore, there is a rationale that the federal government's transfer payments to a have province should not flow with the same velocity as dollars to a have-not province with high unemployment.

Hon. Mr. Sweeney: You do not expect me to support that, do you?

Mr. Jackson: Every other minister with whom I have raised it has, which is interesting. You can be unique again.

Hon. Mr. Sweeney: The point that needs to be made, though, is that despite the fact that a very high percentage of Ontarians are doing very well, an increasing, not decreasing, percentage of Ontarians are on income support.

Mr. Jackson: The point I am getting to is that you have already notified us that you are phasing out a program which was a 100 per cent commitment by the province in favour of examining the relationship with the federal government in funding arrangements.

Hon. Mr. Sweeney: I did not say that. What I said was that it is now increasingly obvious to us that part of the clientele of this program is not benefiting from it with the changes over the last 10 years. Those clients who are benefiting from it perhaps should stay on it or some variation of it. What we are looking at is—

Mr. Jackson: What you specifically said was that it was not funded and the base was not raised sufficiently to make it more workable. You implied that in your first response to the program, before you were 100 per cent sure that they were 100 per cent your dollars.

When we depart from a made-in-Ontario program—quite frankly, we wished to discuss this issue with the Minister of Skills Development (Mr. Curling) when he was phasing out solely

provincially funded programs in favour of joint agreements with the federal government—what we were saying is that when that occurs, we should call it what it really is.

Mr. Barnes: Can I respond to this? I understand what you are saying, but the reason Win is phasing down is that it is not effective for a whole group of sole-support mothers; they are less well off on it than they would be under income maintenance the way it has been designed.

Mr. Jackson: My point is that when you control the program—the federal government is not putting bells and whistles on the program, inhibitors, conditions—when you are in total control of the criteria, you can determine whether it is successful. The question I wrote out for the minister was: What is he doing to make it more effective?

Mr. Barnes: Can I answer you?

Mr. Jackson: You can get to my response in a moment. I would just like to get my whole point across, the point being that when you have 100 per cent dollars being funded by the province for a program, you control its destiny in terms of whether or not it is effective. It does not fall on my ears as any rationale that the program is not working. A program does not work for two reasons: It is not administered right or it is not funded right.

Mr. Barnes: No. It is not designed right. This was not designed right for a very significant number of sole-support mothers who were not getting the right level of exemption, once they started earning the money, to pay the child care we were providing for them up to a period of months. Once the months were over, we stopped funding the child care and they found themselves worse off than they otherwise would have been.

What we have done is introduced other programs under our employment opportunities program, which are called employment support initiatives around child care and social service employment initiatives, which in fact enable them to (a) earn higher levels of salary, because of the opportunities that we create and (b) keep the child care for a longer period of time.

While we would like to be totally swayed by the cost-sharing we get, and indeed we take it into account in everything we do, as a ministry we never see the dollars, because they disappear into the consolidated revenue fund and, therefore, we have to operate within the confines of our budget. We are obviously driven by what we can get from the feds to a point, but we are much

more driven by the design and effectiveness of the programs, which is why we have moved over the last number of years to these other programs that we are trying out.

Mr. Jackson: If I accept that, I hope that you will accept that it has been the practice in other ministries that when these fully funded Ontario programs are not renewed or are discarded and we go into cost-sharing agreements, how much money is transferred to general revenue determines how much it benefits the Ontario recipient. I believe that in matters such as this we should be testing the question through the minister in terms of his commitment. Do you cut down the program or do you increase the funding to pick up the slack when those incidents occur? Because we do have a national social welfare plan and program and Ontario fits within that matrix somewhere.

But in terms of employment, skills development, we have seen some disturbing trends. I would hate to see that on social services, because there is a difference between having a roof over your head and being able to sustain life itself as opposed to improving its quality through employment. I lament that trends in one segment of government might befall this ministry. I hope they do not and I doubt they will, but I can tell you that is a trend I will be watching carefully. I appreciate the deputy's explanation.

Mr. Daigeler: I appreciate the opportunity to participate. What I have done is looked at some of the figures since 1985 and done some calculations. I must say I am very impressed with what the minister has been able to achieve on behalf of these different programs.

I note, and I think one should not overlook this at any time, that his total budget has increased from 1985, since this government has taken over, by about 50 per cent. That is quite a significant political direction this government has taken. I think that always has to be present in our thinking when we look at the estimates.

Specifically, on page 53, Minister, could you advise me as to what this actually refers to? The third line under "Description" refers to "Ministry Act Payment Counselling and Supportive Services." There has been an increase from \$20 million to \$71 million. What does that kind of counselling include? Is that somewhat the opportunity planning function Judge Thomson is envisaging, or what kind of counselling is being provided under that item? Why has there been such an increase there?

Hon. Mr. Sweeney: We have an arrangement with our municipalities to provide flow funds

through them which they in turn flow to local counselling services. For example, here in Metro it is family something. I have forgotten what it is. In my own community it is the Kitchener-Waterloo Counselling Service.

They counsel individuals, families, people who work, people who are unemployed, people who have drug problems and people who have family violence problems to deal with. It is just a community counselling service we provide funds for that is flowed through the local municipality.

Mr. Daigeler: Do you see that as part of the opportunity planning function?

Hon. Mr. Sweeney: As we have been examining who ought to deliver opportunity planning, it has been suggested to us that it should be done by the community counselling services already in existence which we are already funding. As a matter of fact, I met with some of them recently and indicated that we are prepared to take look at that and they said they are prepared to take a look at it.

The other counselling service that has been upgraded significantly just in the last year or two is the amount of money we are flowing to communities specifically for family violence. That is apart from the money we put into the transition houses. This is community money for family violence. It is used to counsel the abused woman, her children and the abuser, the man who does the abusing, as it is in most cases.

1730

That is a special counselling program we have recently introduced into our continuum of services. The "ministry act" reference, by the way, is that if you do not have a particular legislative permission to do things, we can do it under the ministry act because there is no limit to what the minister can do under the ministry act. It is so very broad.

Mr. Daigeler: I am just struck, I must say, by the very significant increase in this particular item. You obviously must have felt that this is an important service that is being provided and you must be successful, so—

Hon. Mr. Sweeney: Yes. I should add, Mr. Daigeler, that most of the community counselling services or counselling agencies also provide counselling in other ways. For example, if it is in Oshawa, they might get an agreement between themselves and General Motors to counsel some of their employees, and General Motors will pay them for that service.

We are talking primarily of people in the community who are not able to pay the full

cost—in some cases, none of the cost—of the counselling they require, and so our ministry, as part of a support program, will pay for that service either in whole or in part. In some cases, the individual person or individual family might pay a little bit of it and we will make up the difference. In other cases, we pay the full shot.

Mr. Daigeler: Are there any studies or anything in writing on the success rate of this kind of counselling or what the impact is of this service, to your knowledge?

Hon. Mr. Sweeney: I am not aware of any, quite frankly. I will check and find out for you. I would just say to you that this is the kind of ongoing counselling service that people need all the time: families are breaking down, somebody loses his job, somebody has a family violence issue. They do not want to go into a transition house but they want some counselling on how to handle it.

A teenager might be having some serious emotional problems. It is not at a psychiatric level, but it is a behaviour/emotional problem. Families need some counselling to deal with the problems they are having with their children: parenting their children. I mean, it is the whole range of counselling needs that exists in any community among individuals and families, and our ministry has been supportive of this for a fairly long period of time.

This has been one of the ongoing programs. You are right that in 1985 the actual expenditures were roughly \$21 million. This year, they are going to be \$71 million. That is a very significant growth. But it is a reflection of two things, I would suggest: first, that there are more and more people who need this counselling because there are more and more tensions and stresses in society today. Second, it is a reflection of our ministry's recognition of this need and we are prepared to put more and more money into the program, as we have for family violence.

That program has gone from roughly \$6 million or \$7 million to about \$31 million or \$32 million in the same period of time. It is a reflection of our recognition of the need, but I do not want to suggest to you that this just suddenly blew up. It has been there for a long time. We are just putting more resources into it as a reflection of the growing need.

Mr. Daigeler: What I am trying to get a handle on is—

Hon. Mr. Sweeney: Are you reaching for something I am missing? I do not know what it is.

Mr. Daigeler: No, not really. But it clarifies

it, as you are talking, in my own mind. That counselling service, I think, is the kind of service that used to be done by the clergy, by the relatives, by the neighbour. What I am trying to get at is whether we are seeing a further professionalization of the community support services for which we then have to pay. In other words, the clergy was—

Hon. Mr. Sweeney: Yes. Mr. Daigeler, I think you are right. Families and individuals who come to some of these paid counselling services, as you say, would have in the past gone to their rabbi or to their minister or to their priest.

I do not think it is any great surprise that the percentage of families who have that kind of affiliation is decreasing all the time. Therefore, if you were a member of the local Baptist community or Presbyterian community or whatever it was, you probably would feel somewhat open to going to your local minister or rabbi or priest.

If you do not have that kind of affiliation—and an increasing number of families do not, and I do not know whether you want to get into that discussion—then probably you would be much more reluctant to go to the minister down the street or the priest down the street or the rabbi down the street, because he does not know you and you do not know him. Therefore, this is a community alternative; you are right.

If we were to go back, I do not know, 15 or 20 years, the budget for this would probably be very small.

Mr. Barnes: The other thing we are witnessing, and this is particularly relevant in family violence and is also classic in the child abuse area, is that what is happening is that many, many more cases are now coming forward. I do not think it means there is more of it, necessarily; it is just more open, more exposed. The wife is more ready to come forward. Doctors, nurses and teachers are more ready to report. What we are finding is a very, very significant increase in the reporting of cases, or of wives coming for help where previously they just did not.

It is responding to this that is putting a tremendous burden on our services. We have had to respond in fairly specialized areas. Family violence is a classic example where that \$51 million to \$71 million between 1987-88 and 1988-89 is virtually all our investment in the family violence program, in trying to respond to the huge increase in demand for counselling services, support services and help that has occurred over the last three to four years.

Life is more complex. Families are breaking down more frequently. But the whole process of being willing to report and willing to talk about it and willing to come forward has just grown exponentially over the last 10 years.

Mr. Daigeler: I think we could move on to another point on page 61.

Mr. Chairman: I recognize you would like to move on, but I am conscious of the fact that the bells are likely to ring for a vote and Mr. Harris mentioned to me right at the beginning of the session, before we even began, that he would like to ask the minister a question related to his area, so I would like to go to him.

Mr. Daigeler: It is a very brief one, if we could have a very quick answer; again, it is a big jump in the figure. On page 61, \$452 million is now at \$741 million for transfer payments for children's services. Why is there such a dramatic increase?

Hon. Mr. Sweeney: Those are transfer payments primarily to agencies.

Mr. Daigeler: Actually, I am comparing it to 1985.

Hon. Mr. Sweeney: From the \$452 million to the \$741 million. Okay. Children's services transfer payments are the money we pay to children's aid societies, children's mental health centres and child care. These are all agencies that deliver services for us and there has been a tremendous growth in those. There has been a big growth in children's mental health. You are well aware of the growth in child care. The cost of transfer payments to children's aid societies has grown significantly.

It is a reflection of what we have talked about several times. The need for children to get these kinds of services is greater today than it has ever been in the past, in some cases because the need has always been there and not met, such as in child care, in other cases because children's relationships with their families are more tenuous today than what they used to be, so the need is increasing. It is a reflection of both, an increasing need and a need that simply was not being met before and is now being met to a greater degree. It is primarily funds that we transfer to agencies that deliver the service.

Mr. Chairman: Mr. Harris.

Mr. Harris: Thank you very much, Mr. Chairman, I appreciate the accommodation. I do not know if I am digressing or going ahead; perhaps a bit of both. I would like to talk briefly about the problems facing the associations for the mentally retarded. I think it is uniform across the

province that there are problems, but specifically let me address the Nipissing and Parry Sound areas, which are facing, they fear, a strike by their employees and are looking at requests—certainly, in my view, not unreasonable in view of some of the differentials the employees are looking at—I believe of 5.5 or five-point-something per cent, but are looking at transfers from the province closer to four per cent.

The associations' view is that they are very sympathetic to the plight of its employees. None the less, salaries are dictated to a large extent by the province, and unless Ontario is willing to transfer to them the funds required to meet these requests, they cannot do so without impacting negatively on their own programs. I believe they are right, specifically in my area at the Muskoka Centre, which is a schedule 2 agency run directly by the ministry, where salaries are some \$6,000 higher for the same jobs they are trying to attract people to or keep people working at in their own homes.

I wonder if the minister would concur with the problems they are having. I wonder if he would recognize that the ministry itself in my area, through the salary schedules it pays at the Muskoka Centre, is the problem, if you like. How can you expect the associations, particularly in Nipissing and Parry Sound, to be able to keep their employees or attract new employees?

1740

I suppose the broader question—I do not want to take the time of the committee today on the specific issue, but I hope it will be addressed tomorrow in your deliberations on this—is the growing suspicion that as you are shutting down some of your class 1 and class 2 institutions and moving into community-based support, the number of dollars you are saving—I realize that is not the reason for shutting them down—are not being transferred to the local agencies to provide the community-based care. Indeed, the salary levels are so low we cannot expect that care to be up to the standard that is required.

Hon. Mr. Sweeney: Let me speak to the last point because it is one others have mentioned. Let me go back to a time you would be very familiar with. That is when my predecessor, Frank Drea, began this program in a very significant way. On public platforms on a number of occasions, and in a number of cases in his presence, I have quite openly recognized that.

Mr. Drea introduced the five-year program of phasing out about six centres, I believe it was, in the province. He had completed about the first three years of that and I was responsible for the

last two years. The total savings as a result of that phase-out—I should not say savings. The total shift of expenditures was something in the neighbourhood of about \$23 million. The cost of the community service to those same people was \$33 million. We are not talking, and you said this yourself, about saving money.

Everything we have done so far in terms of moving people from institutions, whether they be run directly by ourselves or nursing homes run by the Ministry of Health, has been an add-on cost. The expenditure reduction has come nowhere near matching the increased costs we are required to pay in the community. What we are facing right now, and it is part of the difficulty, is that we are carrying two costs simultaneously. You have experience with different levels of government and you know that whenever you are making a shift, you simply have to accept that. It is not easy to do, but you have to accept it.

Eventually the point will come, and it looks like it is 10 to 12 years down the line, when all the institutions are closed and all those cost reductions are recognized, when we might come close to meeting what it actually costs us in the community. That is part of the problem.

The second one, and again you will be aware of this, is that there are two areas of government dealing with this problem. The people who work in our directly operated centres are members of the Ontario public service and negotiate directly with the human resources branch of government. They earn, through their negotiations, an increase of, let's say, five per cent. I am given as a minister, as are many other ministers, an increase in my budget of, say, four per cent or four and a half per cent. That is what I pass on to our agencies.

They come back and say the very thing you have just said: "We are negotiating with our people and we have to give five or 5.5. You are giving us 4.5. We are falling farther and farther behind all the time." That is part of the reality we are living with right now.

I do not need to tell you it is not just with the associations for the mentally retarded. It is happening in a number of areas. I am doing the very best I can to find extra dollars every single year. A couple of years ago it was \$10 million for foster parents. This present year was another million dollars. For next year, it is going to be some more millions of dollars. I do not know what the final figures are now. We are gradually trying to get it up.

The difficulty I am having is that I am told by my colleagues and by the Treasurer: "We are

flowing you two sums of money at the same time to deal with the same people. There is a limit to that." I guess I want to reinforce that it certainly is not because we are saving money. We are not saving in the sense that people would say saving.

The difficulty I share with you is that the agencies are coming to us very legitimately and saying, "We are having trouble getting and keeping people." What often happens is that when qualified child-care workers first graduate from university or college, they often go to these agencies, stay there for two or three years, learn their craft, if you will, and then move on to a better paying job. We have said clearly to the community agencies, "We want to assist you as soon as we possibly can to start slowing that process down."

But it is happening. I recognize it is happening. I do not have any good answer for you that it is not going to happen again this coming year. It is.

Mr. Harris: I think the time is gone. I know we do not have much time. Can I ask this: There is either going to be a strike or they are going to have to cut service or you are going to have to give them the money to not have to cut service.

Hon. Mr. Sweeney: You have hit all three alternatives.

Mr. Harris: I guess they are asking you for direction. I think it is fair that if you are not going to give them the money, you should publicly

come out and say they are going to have to cut service. That is the choice you have to make.

Hon. Mr. Sweeney: It is a valid choice. Clearly, what we are saying right now, through the money we transfer to our local North Bay office and it in turn transfers to the local society, is that we can give them an increase this year of 4 per cent and they are going to have to make internal decisions as to how they use that money. For some of them, it will mean a reduction of service. You are right.

Mr. Allen: But you are not playing fair to the provincial employees and the labour bargaining structure there. The government has imposed one structure on one set of employees and another on the transfer agencies. As a result, there is an inherent discrimination. I think that is the discrimination of the government as a whole, not necessarily you, Minister; you cannot solve that. I think the cabinet has to resolve that it is not going to treat equivalent people delivering equivalent services differently. It needs to bring them under a similar kind of umbrella or mechanism that makes the one set of rules apply to the other.

Hon. Mr. Sweeney: You will get no quarrel from me on that.

Mr. Chairman: Members of the committee, thank you. We have the bells summoning us to the House.

The committee adjourned at 5:48 p.m.

CONTENTS**Tuesday, January 31, 1989**

Estimates, Ministry of Community and Social Services	S-689
Adjournment	S-709

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Neumann, David E. (Brantford L)**Vice-Chairman:** O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitution:

Sullivan, Barbara (Halton Centre L) for Mrs. O'Neill

Also taking part:

Harris, Michael D. (Nipissing PC)

Clerk: Decker, Todd**Witnesses:****From the Ministry of Community and Social Services:**

Barnes, Peter H., Deputy Minister

Woppard, Mark, Manager, Policy Development Section, Income Maintenance Branch



CARON
XC12
- 87

No. S-29

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Community and Social Services

First Session, 34th Parliament
Thursday, February 2, 1989



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$18.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, February 2, 1989

The committee met at 3:31 p.m. in room 151.

ESTIMATES, MINISTRY OF COMMUNITY AND SOCIAL SERVICES

(continued)

Vote 802, adults' and children's services program:

Mr. Chairman: Members of the committee, we will call the meeting to order. This is a meeting of the standing committee on social development, called to consider the estimates of the Ministry of Community and Social Services. We have with us the Minister of Community and Social Services (Mr. Sweeney). This is our final afternoon. We have about an hour and a half left to complete the estimates and at the end of the hour and a half we will have our stacked vote.

We had been working our way through vote 802 and were dealing with income maintenance. Questions last Tuesday afternoon ranged on issues relating to income maintenance and we were starting to get into adults' social services and children's social services. I believe Dr. Allen was next on the list so I will let him lead off.

Mr. Allen: I hope the government members, or member, will indulge Mr. Jackson and myself this afternoon as both of us want to spend most of our time on the developmental programs at the end of the book. I do want to make a couple of comments just to flip us quickly through some earlier parts of the estimates that we are obviously not going to have time to examine in any detail.

Hon. Mr. Sweeney: May I make an observation? If either you or Mr. Jackson have any questions you cannot get to today, please give them to us and we will see to it that you get the answers in writing.

Mr. Allen: You may note one or two items along the way as I go through this quick preliminary. First, I want to go back briefly to the homemakers, which of course arises in the vote we are on right now on page 53, and note the extreme disappointment my own region has with the minister's failure to include in his largess Hamilton's only homemakers' organization, the Hamilton-Wentworth Visiting Homemakers Association, with respect to covering deficits.

I know this last year there was not a technical deficit, the minister is quite right on that. None the less, that agency would have been in a deficit had there not been some bailout by other agencies in the community. I know you are prepared to lean on them for that service, but they did not feel very happy about that circumstance and the agency at this time is going into debt at the rate of 50 cents an hour per homemaker's service.

I think your answer was that you would look after that in the rates. I assumed you would be looking after everybody in the rates. If you are not, then of course all those agencies will probably be facing some kind of deficit again next year given the nature of the crisis they are in. I just leave that with you.

Next, I want to flip to page 67, to the children's services, children's aid societies and foster homes. First, the minister did say they were working carefully trying to devise a new redesign—I think the foster care study itself was redesigned in 1989—for an alternative to the present level of support, etc., at the foster care level. Having called the ministry and asked relevant members of the staff what research was going on with respect to the results being accomplished by foster care, I know that there really was no very substantial work being done. Their frustration was that they did not have the resources to engage in any very ambitious study in that respect.

I know that at the CAS conference in London last year the person who did the consulting for that report indicated there was to his knowledge only one study in the whole of North America that evaluated foster care as an option among other options for dealing with children at risk. Among the three options of foster care, return to the original home and some other kind of institutional setting, foster care still appeared to be the most productive of results. That was only one study. I have not the faintest idea what the nature or the proportions of the study were, and he could not give me too many details at that time.

My only point is that if we are really going to tackle this problem, we probably need more research than we are doing right now. I know there are people out there in the universities who have been trying to get funding from the ministry

to do that research and they have found it very difficult to get the resources to do that. They have the impression that internal ministry personnel in their haste may well end up reinventing the wheel, going over tracks that have already been laid out in the snow, so to speak.

Hon. Mr. Sweeney: If I can respond to that, Dr. Allen may be aware that I had a joint meeting with the Ontario Association of Children's Aid Societies and the Foster Parents Association of Ontario several months ago. One of the things we agreed to do was to review jointly the effectiveness of the foster care-foster parent program that was currently in effect, and to attempt jointly to come up with recommendations about how to proceed in a more productive way. That is ongoing right at the moment.

Mr. Allen: Will that be longitudinal in the sense that you will be looking at results and carrying through to determine what the payout is for the young people involved?

Hon. Mr. Sweeney: Yes. The impetus that moved us in that direction was the request by the foster parents that we simply provide additional funds and everything would continue as it was. Let me make one correction. The other major change the foster parents had asked for was that they be much more involved in the planning for the child, that they not be seen by the CAS as simply a place where you put the child and the CAS makes all the decisions about the child's life.

They simply said, "If we're going to be responsible for this child for however long it is, then we want to be seen by the CAS as a partner in the developmental plans for this child's future." The CASs indicated very clearly that they recognized their participation in this joint co-ordinating move in the past had not been what it should be and were quite prepared to recommend to their member agencies across the province that there be a change in attitude in terms of co-operation. That was the one change.

The other one was, of course, the money. Our observation was that if we are going to start to move to pay the kinds of per diems we are being asked for, then what we have to know very clearly is whether this is the kind of service we want for that kind of money. Are there some children who are now in foster parent homes who perhaps need a higher level of professional care? Maybe we are looking at a professional child care worker rather than a foster parent, depending on what the child's needs are.

As you well know—many of the foster parents have told you this, as they have told me—they

were never trained and do not have the skills to look after children with complex needs, serious behavioural/emotional needs. In some cases they probably could be trained to do that; in other cases it probably would not be very effective because of the skills background required, and quite frankly the desire of some foster parents.

Mr. Allen: Sure.

1540

Hon. Mr. Sweeney: The other thing we wanted to look at very carefully was the way in which children's aid societies are currently using individual foster homes as opposed to outside placement homes, group home types. What kind of service were they getting there and what were they paying for that service? That was one of the ways in which the Metro children's aid societies and the Ottawa children's aid societies were able to redo their budgets, free up money from that type of delivery service and put more into foster parents. I am sure you know the outcome of that.

The second major review that is going on right now is that which is headed up by Dr. Colin Maloney, executive director of the Catholic Children's Aid Society of Metropolitan Toronto. There are, I believe, about 10 or 12 people on his committee, representing a broad segment of the population.

We asked him and his committee essentially to review the whole child welfare response in this province, the role of children's aid societies, the degree to which we have kids in temporary placements too long; the whole question of early permanency planning for these kids, the question of what we can do with kids who really should be adopted but because they have a parental access it is very difficult to get them adopted, and finally the role of foster parents—that whole thing rolled into one.

That committee has met three or four times so far, and that is its mandate. Foster parenting is a very important part of it but it is not the sole part of it; there are really two elements going on simultaneously.

We do not have and we have not asked—I presume this is what Dr. Allen is referring to—a professional researcher to do that kind of research study. Quite frankly, we do not really think that is what we need. We need people who are actually involved in the process to tell us what works, what does not work and how we should move from the ineffective to the effective. Those projects are going on right now.

In the meantime, we have also indicated to the foster parents association that we are prepared to work with the children's aid societies in terms of

the funding. I hope to be able to announce in the next couple of months that there will be some kind of breakthrough there.

Mr. Allen: The other item I want to call the minister's attention to once more is that last June I approached him on the question of research being done with respect to the relationship of family poverty on the one hand and the incidence of risk that that could lead children into care. As I phoned around various children's aid societies and the ministry, nobody was doing that kind of research.

Finally, the Catholic Children's Aid Society of Metropolitan Toronto did get back to me from Toronto with some statistics that made it quite plain that although the going-into-care criteria or items that are listed in most of the documentation are quite precise and individual, when you take them as clusters of phenomena they tend to rise very heavily out of families that are very low-income, disadvantaged and what have you.

That would not surprise either of us, I guess, but that of course raises the question once more of the ratio between the kind of child supplement or child allowance a child gets on general welfare assistance and general welfare family assistance, as distinct from the amount that is given under a children's aid society foster care allowance. There is massive discrimination, I think about three times as much from bottom to top on that matter. I just leave that with the minister because I know he is aware of that issue.

Hon. Mr. Sweeney: Before you leave that, Dr. Allen: in terms of research, and I would suggest to you very good research—as a matter of a fact we have heard from across North America, Canada and the United States; it is perhaps one of the best pieces of research done on the subject—there was the child health review done by Dan Offord at McMaster University. I believe we supplied you with a copy of that about a year ago.

Mr. Allen: Yes, and I have used it quite frequently.

Hon. Mr. Sweeney: Clearly, he points out some of the same things, the much higher percentage of kids with serious emotional behaviour problems who come from welfare environment homes, and concentrated subsidized housing environments as well; so there is some very good research evidence to show there is a real connection between the two.

Mr. Allen: A correlation between risk and—that is right; you are quite right, that is another whole subject.

Hon. Mr. Sweeney: Quite frankly, the Thomson committee took that piece of research very much to heart when it was doing its report and I was able to circulate that at the last meeting of ministers from across the country. They all said they were going to look into that with respect to their own jurisdictions. The evidence is there; there is a connection, there is a correlation.

Mr. Allen: Sure, and the question it raises is the question of the support in the original family setting.

Hon. Mr. Sweeney: Yes.

Mr. Allen: Okay; we are agreed on that. I had wanted to get into mental health centres if we had had a bit more time, children's mental health services, but I will slip along to the developmental stuff that we want to deal with more directly.

Mr. Chairman: Do you want to give Mr. Jackson a chance first?

Mr. Allen: If he would like to take off at this point and do his community living stuff, I would only be too happy. I am very interested in that myself, as Mr. Jackson knows, and I am interested in hearing what is said.

Mr. Chairman: You seem to be switching to a different area, so I think—

Mr. Jackson: I have a series of questions. We will not get through all of them in the hour remaining, but I will table those that are left with you. I appreciate how quickly your staff has been able to respond to the ones we have tabled. I appreciate your earlier offer, but could we discuss several of them?

Hon. Mr. Sweeney: I also point out that questions that were given to us by Dr. Allen have been returned to him and we now have copies for anyone else who is interested.

Mr. Jackson: I appreciate that very much. I want to talk about the document Challenges and Opportunities, which was issued by your government and by you, Minister. It is my understanding that in 1987 this program for developmentally handicapped citizens in this province was your number one priority, but I understand it now has become the fourth priority for 1989-90. Can you talk to us a bit about why that has happened and what planning procedure within your ministry has brought that about?

Hon. Mr. Sweeney: We are working on a number of priorities at the present time. I would not be prepared to say this is number one. There are at least three other programs that are moving ahead very rapidly which are also—let's put it this way: I have four number ones.

What we clearly tried to do in Challenges and Opportunities was to make a very clear public statement of what the government's intent was. You will be well aware of the fact that my predecessor, Frank Drea, had moved in a number of these areas prior to my becoming the minister. The difficulty was that the community that was being served was never really sure what the government's long-term intentions were: "That's fine. You are doing something for two or three years, then you do nothing for two or three years, and then maybe you will do something."

Therefore, we said that we were prepared to make a very clear statement as to where we were going. We said, for example, that we recognized our responsibility first and foremost to have the community infrastructure in place for developmentally handicapped children and adults who were already living in the community, who by the choice of their families had never got into an institution; and second, that the community infrastructure had to be in place if we were going to be able to move people out of the institutions and back into the community, that had to work hand in glove. You will recall perhaps, that part of the difficulty with the previous five-year plan was that five or six institutions were closed but the total community infrastructure was having difficulty coping with the influx of people which resulted.

As a matter of fact, shortly after I became minister a number of the local associations for community living, or for the mentally retarded as they were then called, came to us and said: "Please stop. We just can't absorb any more of these people if you don't provide the infrastructure." That infrastructure included the residential facilities and the day programming, the training programs, the opportunities for employment; all of those kinds of things.

What we said was, "All right; we are going to address a number of our resources for that." We also said that because so much effort had been made in the previous five years to move people out of institutions, the people already living in the community had been kind of left behind for a while. Therefore, we would begin to redress that balance.

What we have been attempting to do for the last few years in terms of community placement is to try to have about a two-to-one ratio; that is, two people from the community to one person from the institution everywhere we go. So if there are three, it is two-to-one; if there are six, it is four-to-two; whatever the thing happens to be. That is the schedule we have been moving on and

I want to make that point, because there might appear some evidence that we are not moving as rapidly as maybe people thought we would with respect to deinstitutionalization.

1550

The only other point I wanted to make was that we are having—I am not sure how to put this—considerable difficulty in getting community support in some areas to be able to do what I have just described. We have been given authority to move all the children out of nursing homes, for example. I think we had something like 72 or 73 of them. That message went out. The money was put out there. We made arrangements with local agencies to provide the necessary residential and day services.

We still have somewhere around 16 to 18 of those children whom we simply cannot get out. The local associations have the money. They are trying to buy space but they are running into so many zoning problems in getting local community approval that we simply cannot get the children out.

Mr. Jackson: I appreciate that, but my question had to do with a shifted priority and was less about the specific details of the transfer of children from the nursing home facilities. I want to get a better sense from you of any shift in priority.

There was a clear policy statement of the government that it was number one priority, which went undisputed. The community reacted on the strength of that promise and worked on the assumption that certain things would happen. Children were retained in a home setting and did not go into institutional settings. There was a whole period during which people were relying on a certain course; yet the actual fact, whether because the ministry's projections were not as accurate as they could be, is that we have increased the numbers on waiting lists.

One of the questions I wanted to put on the record was that the actual numbers of spaces are shown in terms of the statistics in the estimates book. I would also like, if possible, to have you indicate the known waiting lists that have been shared with you from all the schedule 2 facilities and from the associations across the province. It would be very meaningful for us to look at waiting lists and growth or decline, whichever, in each of those years parallel to growth in the actual placements. I would like to request that staff set their minds to those numbers and share them with us.

There is also a problem with respect to the issue of the differential in salaries, which was

raised by my colleague the member for Nipissing (Mr. Harris). Also, the member for Stormont, Dundas and Glengarry (Mr. Villeneuve) has raised specific questions with respect to a potential strike and potential labour difficulties in his area of the province as a result of this widening gulf in salary ranges.

Community-based programming is not going to work even if we do find the spaces if we do not have adequately trained personnel who will stay with their wards, with the individuals whom they serve, the developmentally handicapped, and if they cannot feel comfortable about leaving an institutional setting at one pay rate and being able to be even reasonably compensated by comparison when they go to facilities in the community.

I know in my association in Burlington the differential has now grown to between 16 and 27 per cent. In some areas it is over 30 per cent. It is very difficult for us when we talk to them in a situation where because of labour negotiations you commit sometimes as much as seven per cent to institutional funding but the nonunionized and deinstitutionalized programs are receiving four per cent.

We have government programs which are not helping in the reduction of that gap but are promoting the gulf. I wonder if you could tell us to what degree you are on top of this, what your understanding of it is and if you have any plans to help reduce the gap. When I am told that a number one priority of a year ago or a year and a half ago is now on a par with four other priorities, if I could use your image of it, I do not know how you are going to be able to address that serious problem, because the associations, in order to retain good, competent, skilled, compassionate staff are going to have to cut services, and that would be a start to dismantle what all of us believe was an exciting and well-meaning document.

Mr. Chairman: Before the minister answers that, I regret, members of the committee, that I have to leave for about half an hour for another appointment. In the absence of the vice-chairman, I have asked Mr. Beer to chair.

Mr. Jackson: An excellent choice.

Mr. Chairman: I will be back well before the vote.

Hon. Mr. Sweeney: Let me try to put my answer in this kind of context. When I say that our multi-year plan is not the only number one priority, that is simply a reflection of the range of needs our ministry has to meet, as you well know.

We also have a high priority to expand child care. You also know that we have a high priority to expand home supports and community supports for the elderly and disabled, other than the developmentally handicapped. You also know that we have a plan to move an increasing number of our young offenders back into the community and out of institutions. All of those projects are being balanced simultaneously and if you were to ask me, "Is one more important than the other?" my answer would be no. We have to move on all of them simultaneously.

Within our plan for the developmentally handicapped we have exactly the same dilemma. That is, when we meet with the local associations, when we meet with the provincial associations, we say that there are four elements to moving forward.

We are not going to close all of our institutions down overnight. We are looking at anywhere from 8 to 12 or 15 years before it is all done. During that period of time we have to be sure that the quality of life of the people in those institutions is maintained and enhanced, and that we have good staffing ratios, even improved staffing ratios; that has to be done. At the same time, we have to find the resources every year to move a certain number of people, about 100, out into the community.

Then we have the nursing homes which were just turned over to us by the Ministry of Health about two years ago. We have to move those people out as well. Finally, we have the point I made to you a few minutes ago: We have literally thousands of families who have looked after their own young people in their communities and never gone to an institution and we have to meet their needs.

All four of those needs have to be balanced. One of the things we have said to the associations, both local and provincial, is: Where should we put most of our resources? Which one of those four should get the most attention? The answer we get is all of them. There are none of those four we cannot do. We have to be acting on all at the same time.

What that means, and it is something we touched upon a couple of days ago, is that not only do we continue to have to spend money where we have always spent it, we have to find new and additional money for the new services. It is the constant juggling of those two which has to be done.

Mr. Jackson: It is not always new money, though, in fairness. When you take someone out of an institution and provide for supervised

intermediate housing, they go from eight hours—the previous government had a program of 16 hours. There was an intermediate step there to help individuals through this transition period of self-actualization and independence. For whatever reason, you have seen fit to cut that second intermediate step and they run from eight hours right to an unsupervised situation in the community. Some kids fail as a result of that. They are just left on their own in such an approach.

There are examples where good programs have been cut, so it is not just additional and new programs. You perhaps have a valid argument with the parent relief program, but this bottleneck which has been occurring was first and foremost an increase of expectations created by the government. The document is an exciting and wonderful document. The expectations are out there and people are changing their lives accordingly, based on faith in that report.

We are now finding there are a lot of conditions which the public will never really understand, and those families are well meaning. They think their children are coming home from an institutional setting so they do not have to drive 200 miles to visit them. They believe that when they do come home they will have access to parent relief, when in fact parent relief dollars are not growing at the rate to meet requirements for access to that fund.

1600

We are actually sitting in the middle of a problem which is only going to get worse unless we reduce expectations quickly. Why it becomes tragic in my view, having talked to a lot of families, is that there are families who cannot cope any more and are boxed in because the rules of the game close in around them. What are they doing? Some are putting their children up for adoption with children's aid societies because they cannot cope; the fabric of the family is coming apart.

Some of them, not all of them, relied on the promise in this document that there was some relief in sight. As soon as he is handed over to a children's aid society, the child becomes a ward of the state and you are now spending \$82 a day on that child. You could have resolved the matter with half the dollars spent.

As more politicians understand how this one small segment of social service is working we have a major problem out there. The bottleneck is getting bigger. The waiting lists are growing. I want to get a sense from you that this multi-year plan is not going to be 12 or 13 years, that in fact we are going to stay on schedule and that there is

some sort of prioritizing going on within your ministry.

Hon. Mr. Sweeney: I think that anyone who reads that document will clearly see precisely what is going to happen. I have read it a number of times and I think it is clearly in there. It talks of the first seven years, much as we did with our New Directions for Child Care in which we talked about the first three years, and of the number of families in the community that are going to be served: an additional 8,000 over that first seven years; the number who are going to be moved out of directly operated institutions, 1,000; the number who are going to be moved out of nursing homes, 1,000. It is clear there.

The document also clearly states the kind of growth that is going to take place in the community. All of that is right on stream. We are opening new residential facilities, in every single municipality in this province, at a rate that is compatible with that document. We have increased our special services at home budget from about \$5 million to over \$11 million. We are working assiduously with families that have relatives—children, whoever it happens to be—in institutions and nursing homes to move them out. All of those things are being done.

The difficulty we have, and we have exactly the same difficulty with child care, is that as soon as you say you are going to do more than what is already being done—you are right—the level of expectation is that almost everything is going to happen over a very short period of time. We never said we were going to do that, and quite frankly there is no way we could do it. I am not terribly surprised that some people wish we could do it, but I would be quite prepared to document what in fact has taken place.

I am looking at the first question Dr. Allen asked us about the number of people moved out of nursing homes in year two, which is 164. The number of people moved out of schedule 1 facilities in the first year is 136. The number of children moved out of nursing homes—of the 72 or something I think it is about 56. I do not have that number in front of me.

The evidence is there, but what we are also doing that people do not seem to realize—the local associations realize it—is we are working closely with them to move people in sheltered workshops out into community supportive employment programs. That is going on at the same time. Every single element of that plan is being done.

The difficulty about making a statement is that you do raise expectations and people expect things to be done overnight. The alternative is not

to say those kinds of things, not to give any kind of long-range plan. The problem that I had when I became minister was that the day care community and the community for the developmentally handicapped both came to me and said: "Please, would you give us some sense of where you're going over the next three, four, five, six years? That's something we really need to know so that we can work with you." We have done that and we are doing it.

Mr. Jackson: There are two elements of the report where I do not see evidences of action, of funding, of an increase is the project work. I have sat down with People First of Ontario and talked about the differential in their pension payment, the cost of accommodation, and then finding what they refer to as "real work"; and it is a serious problem out there.

The other is supported independent living, which was referred to in the document. As I said earlier, I see where you have cut back on aid to supported independent living with the step program of supervision. To say you have allowed funding for more halfway houses or more independent sheltered homes and so on and so forth, to say that list is growing is not the whole sum and substance of the types of individualized programs required by these associations and these individuals.

Where is your commitment to the supported independent living? I have seen a lot of talk about it, but I am not seeing specific dollar allocations which are an increase over what was done in the past.

Hon. Mr. Sweeney: But in every community in this province, with no exceptions I can think of—maybe somebody else can bring them to my attention—there are people who have lived in the community for 20, 30, 40 years whose parents told us: "We simply can't manage any more. Would you help us?" They have been moved out of their parents' homes and into community residential facilities. In some cases it is a group home; in some cases it is supported independent living with three or four people in an apartment; sometimes it is a person all by themselves and sometimes it is into a foster family. That is all done; this is all happening.

Mr. Jackson: That has not changed. Parents were dying, with no other people to take care of a mentally handicapped child. That is not new. This has always been going on.

Hon. Mr. Sweeney: Then they went into an institution, though. That is the problem. They are not doing that any more. They are being settled in

the community. Let me just give you one comparative figure.

Mr. Jackson: I would ask you to answer the question about project work and supported independent living, the two programs. You stated that you have made substantive improvements in and a major commitment to all programs reported in this document. I do not see where those two programs specifically reflect the statement you have just made. If you choose to avoid the question, that is fine, but I would like you to address it.

Hon. Mr. Sweeney: I am not avoiding it. We will get a specific answer to that specific question, but I point out to you that the total invested in the previous five-year plan was \$10 million. The investment in just the first two years of the multi-year plan is \$44 million. That is significant.

The Acting Chairman (Mr. Beer): Could I jump in here? We have a little less than an hour. Mr. Owen had a question, then Mr. Allen.

Hon. Mr. Sweeney: We will get that for you, though, Mr. Jackson.

Mr. Owen: Mr. Jackson was suggesting to you, Minister, that there is no new money in certain areas where you are trying to develop homes in the community or apartments in the community for these people.

Mr. Jackson: I did not say that.

Mr. Owen: Well, something to that effect. At any rate, I can see that you can establish that you have to have new money when people have been looked after in their own families, which have no longer been able to continue to do that and you have to provide some other accommodation.

If I could just go to the example of Huronia Regional Centre in Orillia, if a person has been there a number of years and the parents are quite happy with your proposals of moving them into the community, I think the suggestion has been made—if not by Mr. Jackson today, and I thought he did—that you are saving yourself certain moneys which were involved in keeping the person in that particular setting and you are out other types of funding as they move into a group home in the community of their choice.

Do you have any figures that show what you are saving because the person is no longer going to be in Huronia, where we have 24-hour, round-the-clock care, where we have the groundskeeper, where we have the person who is in the pharmacy and all of the doctors and nurses on staff? Do you have the figures to show that it is going to cost us more to have them in the

community or it is going to cost us less to have them in the community? Are we going to have to find new money to put them into the group homes?

1610

Hon. Mr. Sweeney: We very much have to find new money. I quoted the figure of \$10 million. Let me tell you how we arrived at it. I answered this question for Dr. Allen a couple of days ago. The previous five-year plan resulted in the complete closing of five centres. The reduction in expenditures because those centres were closed was \$23 million. The corresponding cost in the community of meeting the needs of those very same people was \$33 million; in other words, \$10 million more. That is why I said \$10 million was added because of the five-year plan. That is what we did.

What we have discovered is that if you do not close an institution down completely, you do not reduce your expenditures by very much. As a matter of fact, the average population in the large institutions like Huronia, Rideau Regional Centre and Southwestern Regional Centre—those are the three big ones we have—is in the neighbourhood of 600, 700 to 800 people.

Even though we are moving an average of about 100 people out every year, the cost to operate those facilities is going up, not down, for two reasons. The first one is that we have improved the staffing in those facilities, even though people are going out. The second one is just the natural inflationary increase in cost. So we are not gaining any money.

There is going to come a point where enough people move out that you can reduce staffing, you can start reducing your cost, that we will begin to recover. In other words, there is a hump there that we have to get over. We are not over it yet. We probably will not be over it for another four or five years. For the next four or five years, we are going to have to spend all the money we have always spent in the institutions plus all the new money for the communities. That is just a given. That is what the multi-year plan says. Everyone is accepting the fact that there is literally no saving. There will be eventually. That is the whole plan at the end of the seven years.

If someone is suggesting that somehow or other we are saving all kinds of money, we are not; we are spending more. If someone is asking, "Are you ever going to save money?" we will never, in my judgement, reach a time where it is less expensive to keep people in the community than in institutions. What we will be able to do is

significantly reduce our cost in the institutions so that at least we will be able to mostly offset the new community costs. That is one factor.

The other thing to keep in mind is that we are taking on the responsibility for far more people in the community than we are taking out of institutions. We have made a commitment that we are going to provide services in the community. In the seven-year plan, we are presently providing services for about 25,000 people in the community. We have agreed to take on another 8,000 and build it up to 33,000. At the same time, we are going to make the moves I have already described. That is part of the whole plan.

One of my staff did find some numbers, Mr. Jackson, which might be helpful to you. Our supported independent living program in 1987-88 was increased by \$1.3 million and 147 new spaces. In 1988-89, the present year, the increased cost was \$2.3 million and 250 new spaces. I do not know whether that is exactly what you wanted, but that is as close as I can get right now.

Mr. Jackson: The statistic, when it stands alone, means nothing unless you show that in comparison with the numbers you have deinstitutionalized. If you have deinstitutionalized large numbers of people, then those growth figures do not even adequately meet the group you have removed and deinstitutionalized.

I have been sitting here hearing for the second time your version of the economics of converting from institutional to community living, but the fact is that when those figures were taken, the support services were virtually nonexistent in the communities and had to be built from the bottom up, and they were very expensive.

They are much less expensive in the manner in which they are expanding now. But even if we are to believe that the statistics you quote are relevant today, because I think it is less expensive in the community, then why are the salary issues being left to come to a crisis proportion and why are associations faced with the prospect of having to cut service? Where is the examination of that?

The Acting Chairman: I will just let the minister answer that.

Hon. Mr. Sweeney: I will come back and answer that, but I—

Mr. Jackson: The minister did ask me a question, as I recall.

The Acting Chairman: I appreciate that, if the minister wants to respond.

Hon. Mr. Sweeney: I think Mr. Owen had not finished yet.

Mr. Owen: I wonder if we could go back to the situation with Huronia, because I have had a number of inquiries from families in my area about that. They have given me this argument and I have explained to them what I thought, that the costs still continue at Huronia. Have you any projection about the speed with which you are going to be able to assist the people in Huronia into the community? Have you any idea of the timing? Have you any idea about when this hump will be reached where maybe the costs will start to come down?

Hon. Mr. Sweeney: We have approximately 4,000 people all across the province in our institutions. We have made a commitment in the first seven years to move 1,000 out of our schedule 1 institutions and to move 1,000 out of nursing homes. It obviously means we are only about one third of the way there after the first seven years. Our sense is that at that time we will have pretty well caught up with the community demand and it will grow at a much slower rate.

What we are trying to do now is to pick up in the first segment of the multi-year plan a community backlog which has been sitting there for years and goes back at least to the beginning of this decade when the government of the day made a very conscious decision—I do not question that decision—and made a choice that it was going to put literally all its resources into the deinstitutionalizing program of about six institutions.

That was the decision that was made. Part of that decision was that there would be very little, if any, community development for people who are already living in the community. We have begun to redress that balance. What is the time line? There are about 800 people in Huronia. I would say that at the end of the seven-year plan we would have 200 to 300 of those out. We would then be down to about 400. That is when we will be able to notice something. Our sense is that once we get down to those kinds of numbers, we will be able to move much more quickly because then it makes sense to speed the process up a little and to eventually close the entire institution down.

One of the things we have to be careful of, and I am sure you would well appreciate this, Mr. Owen, is the impact on the community itself of closing an institution down, where in many cases it is one of the largest if not the largest employer—

Mr. Owen: It is the largest.

Hon. Mr. Sweeney: —and, second, the impact on a very large number of people who work there. We have to be sure their career opportunities are not just thrown out the window, that we provide options for them either to work for us or for some other government ministry or to be retrained for some other job in that community.

In other words, it is not a case of just coming in and flipping a switch and everything stops. There are several elements that all have to happen simultaneously. You have to deal with the families of these people, many of them, I should tell you, who are strongly resisting us moving their adult sons and daughters out. For example, I have been down to Rideau at Smiths Falls on three different occasions just to meet with the staff and just to meet with the families to reassure them again and again and again as to what that plan says and what the impact is on them. This is not by any means a universally supported initiative.

Mr. Owen: In this instance I have been approached by families who resisted at first. They have now seen that it is working. They have now seen that the children who have gone out into the community and the group homes are making progress which was not there before. They are so impressed that they have been won over. Now they are saying, "When is it our turn?"

Hon. Mr. Sweeney: "Now that we want you to do it, how fast can you do it?"

Mr. Owen: Now they want it yesterday; before yesterday they were not sure they wanted it.

Mr. Allen: It is very much like mainstreaming children from the developmental schools into the mainstream of the school system. We had great battles over those questions before people became convinced.

Hon. Mr. Sweeney: And that is part of the ongoing process. We have to deal with that.

Mr. Allen: Sure it is. People have to be educated and understand before they can be supportive and I appreciate that.

I hear what the minister is saying and I recognize that in this area global dollars are more at this time than they were. At the same time, it is striking how the view from the ministerial office differs so much from the point of view of a couple who are perhaps 72 years old, who have a 40-year-old developmentally handicapped person at home whom they have been looking after all these years.

Deinstitutionalization is happening. Eight years ago, they were told they could get their

child into a group home, a local community-based residence of some kind which would give them some relief in the later years of their lives. They were told the waiting list was eight years long. They have gone back this year and discovered that the waiting list is still eight years long.

1620

There was a recent case in Hamilton of a young man graduating from Vincent Massey School; the family now has him at home. Parents are suddenly struck by the fact that until he was age 21, there were all kinds of supportive services available in the school system or out in the community and then zippo, the graduation diploma is a ticket to doldrums at home, lack of respite care for the parents who are trying to handle this situation, regression in terms of skills learned, depression setting in. There has been four years' wait already in this family and no end in sight as to when the parents can place their child in an appropriate setting or get enriched services at home.

Families who have been depending upon the special services at home program are finding now that although the ministry has raised some of the dollar figures overall on that, the local office is saying: "Sorry. We have to cut you by 10 per cent or 25 per cent of your service. We can't give you that kind of support any more. Summer programming for your children, which would normally let you get away for a summer holiday yourself, has disappeared. Respite care has gone."

Individual families who are trying to cope with this situation, who have often in the past avoided institutionalizing or are now avoiding putting their children in institutions, are put in a very tragic situation in many cases. Their experience does not seem to bear out the words the minister gives in a reassuring way. Again, I appreciate the fact that there are more dollars, but at the same time the reality of family circumstances remains exceedingly difficult.

The problem which appears to have arisen, I suspect as I try to explain it, is that we built deinstitutionalizing on a situation which was almost in crisis proportions at that point, so little has been done to relieve that basic crisis of the developmentally handicapped who are maintained in the community.

Those families are finding things exceptionally difficult. The first family simply says, "We're going to die in our tracks and we still won't have put our young person"—not a young person any more; an old person, because he is going to be 50 years of age by the time they have probably

passed the scene. The younger family with younger children is saying, "Perhaps we do need to think about institutionalizing." I wonder, for example, if that is why 22 people were recently admitted to the Rideau Regional Centre, when one would have thought the absolute numbers would not be going up.

We have referred to Ontario becoming a place of waiting lists. In Hamilton there are over 200 on the waiting list for group homes and independent living services. The same number is on the waiting list for vocational rehabilitation services. Certainly there is some headway in terms of project opportunity. Some numbers are getting off training in workshops and into industrial and business locations and managing.

Employers are being very responsive, but at the same time the funding mechanisms there are working against getting people out of workshops and into jobs, because they know they lose revenue in the course of that exercise if it is done the way it is supposed to be done. At the same time, if they get into a deficit situation, the ministry will not cover it.

In local communities that I am aware of, you do have a very severe sense of a real backup of service, even a restriction of service, so that families are being told, "Try to go and get the support that you had been getting from us somewhere else in the community."

When they tell me that is being said, then I talk to somebody in the United Way in Hamilton and the United Way people say, "Last year, we had \$130,000 of new money that we could deploy and we had \$800,000 of new requests, all of which were very difficult to assess because they were all apparently so critically important."

There is no way of backing up on to our communities any more. It is becoming a very tough and difficult situation. Again, the regional office in Hamilton indicates that for the fiscal year ending March 31, 1989, it received \$1.5 million for developmental services for adults and children. The allocation for next fiscal year apparently is \$1.1 million. There is some decline of revenue in that category locally.

I realize that is sort of a long harangue, but it is the only way I can put it together to try to give you a picture of the community sense, the view from the community, the view from the individual family as distinct from the view from the ministerial office. Again, I recognize that the dollars have grown, but what do you say to those families, because the waiting list seems to stay stationary or is even getting worse?

Hon. Mr. Sweeney: Your last statement is much the more accurate one. What we are discovering is that the more services we put in place, and therefore the more the community and families realize they are now there when they were not there before, the longer the lists get. We are finding that with our homemaker services for seniors and we are finding it with the special services at home program.

In response to a question of yours the other day, I pointed out to you that since 1985, since I became minister, the number of families being served for special needs at home has gone from roughly 4,400 to about 7,600 or 7,700. In other words, it is very significant; it is not double, but it has come close to it. The budget for that program has gone from \$5 million to \$11 million plus something; that is more than double. We very much recognize that.

The difficulty we have is that in all the areas we are discussing there has been significant growth. I cannot for a minute deny the fact that there are waiting lists. There are, but the difficulty I have is, with which one of those many lines of endeavour do I turn the tap off so that I can get more growth in some other? I cannot. I have to keep all of them going all the time and there are waiting lists in every one of them.

I could end the waiting list in any one of those lines by turning the tap off somewhere else. If I absolutely shut down anybody coming out of institutions, anyone coming out of nursing homes, if I could shut that down and use all that money, I could probably meet all the needs of the people with special needs at home who are waiting and who are on the line right now.

Take your own community. I could be challenged on this, but my recollection is that the total budget in your Hamilton office for special needs at home in 1985-86 was \$400,000 and something. As you just said, this year it is \$1.1 million. That is a growth of about 120 per cent or something like that. That is significant.

Mr. Allen: The figure I gave you was for adults and children with developmental handicaps. The budget the local office had last year was \$1.5 million and this year, for the same expenditure portfolio, it is \$1.1 million. It is down \$400,000.

Hon. Mr. Sweeney: Yes, but last year's budget contained roughly \$500,000 in there solely to cover the deficits of a number of the agencies. It did not add to the service at all. If you go back and take the three-year projection, just for the service delivery, you will find that the \$1.1 million you have this year in terms of direct

service delivery is the high figure. There was an extra \$500,000 roughly, so last year's figure for service delivery would have been somewhere between \$900,000 and \$1 million. I am not sure exactly, but it was in that ballpark anyway. There was a \$500,000 figure specifically plugged into that program for that purpose and it is not a true reflection of the annual growth of that program.

Your colleague from Windsor asked the question and I pointed out where the program had grown by more than 100 per cent. I can go right across the province. I can go to my own community; we can go to Ottawa; we can go out right here. In every one of those communities there has been roughly about 100 per cent growth during that four-year period. That is a lot of growth.

1630

Mr. Jackson made an observation before about the fact that all the growth in these new residential spaces is simply covering the people coming out of facilities. That is not true. The total number of people coming out of facilities in these two years is 335; the total number of new spaces is 825. That means 490 had to be used for people who were already in the community. That is significant, particularly when many of these things were not there at all before.

Again—and I am probably sounding like a broken record—I recognize that there are waiting lists for every one of these, but I also believe that we have to recognize the significant growth that has taken place. There are two sides to the coin.

Again, it is true that where you do not have a service in a community, you have no waiting list. It is when you put it in and start providing something that was not there before that you start getting your waiting list, because then people turn around and start asking you. Let's face it, there is no way in the world that the total number of families with developmentally handicapped children has doubled in the past four years. That just has not happened. Those families were there before; they just were not getting any service. It has gone, prior to my responsibility for the ministry, from about 4,400 in the first year up to 7,700 this year. All those families are getting that.

Coming back to your saying that we asked some people to take a 10 per cent cut, that is right. We asked some families to take a 25 per cent cut. As you know, every six months their contract is reviewed and sometimes it is renewed and sometimes not.

Given that waiting list, instead of just continuing to give the same families a fair bit of service

over and over again and a whole waiting list not getting any service, what we have asked our staff to do is to try to look at what service we are providing to those families now, see if there is any way they can do without some and if they can find it someplace else. We are probably getting close to backing up; there are not many more. Then we can bring on another 15 or 20 families that we could not. Again, I have told my area managers, "Every time you renew contracts, try to find someplace else where that family can get that service and then bring a couple more families on." We are doing that.

I guess the alternative is just to keep giving the same amount of money to the same families and just not bring any more on. The obvious response is just to put more money in it, but you know the limitations to that as well as I do.

Mr. Allen: I think you have to have an answer to the family that says: "We did not burden you with the institutionalization of our child for 40 years. Other families put their children in institutions and you are putting those children out of institutions and into alternative care, alternative residential facilities, and here we sit and the waiting list is exactly what it was eight years ago."

Hon. Mr. Sweeney: You are right.

Mr. Allen: All they will do is throw up their hands and say, "There is no justice."

Hon. Mr. Sweeney: One of the things I said to my staff a couple of years ago would simply be reflecting what you just said. I believe we really have an obligation to those families who have looked after their own adult children for 30 or 40 years. The parents are now 60 or even 70, and with the best will in the world, they just simply do not have the physical or emotional resources to do it any longer. To the extent that they can be a priority, I want them to be a priority.

My staff will come back to me and say: "Minister, we agree with you and we'll do the very best we can, but we also get situations where the parent of a 22-year-old will come to us with a behaviour problem or the fact that a mother or father has got sick or the family has split up and there's a single parent, and we simply have to give them preference. As much as we believe we have this honest obligation to those 62-year-old parents and their 40-year-old son, there are times when we simply have to put somebody else in first." I do not know how to respond to that. I do not know how to say to them, "Don't do it."

I guess it is the same thing the Minister of Housing (Ms. Hošek) has with the Ontario Housing Corp. You have the point-based waiting

list. We do the same thing. I will share with you that I agree we owe a debt to the elderly parent who has kept his or her family at home, and it is a debt we have got to pay as quickly as we possibly can. It is a high priority in all of my areas but it is not the only priority.

Mr. Allen: I understand. Thank you.

The Acting Chairman: Again, we have approximately 25 minutes so I will go to Mr. Jackson, then to Ms. Poole, and Mr. Allen will continue, but 5:01 p.m. is roughly when these estimates, I am told, come to a close today.

Mr. Jackson: I would like to follow up on the minister's statement about turning the tap off in one area and turning it on in another. You were talking about developmental services and you were talking about other services within your ministry, but within developmental services we have seen some variances between what you estimated and what you actually spent. You have had underexpenditures in several areas.

Hon. Mr. Sweeney: You mean last year?

Mr. Jackson: Yes, last year.

Hon. Mr. Sweeney: Do you want to draw my attention to something so that I know what you are referring to?

Mr. Jackson: On page 91, the community accommodation for children: schedule II, the facilities and community resource centres of the same year would indicate your not having spent all of that which you had indicated in estimates you would.

Hon. Mr. Sweeney: If you look immediately below it, you will see that was considerably overspent. You are looking at the \$45 million versus the \$44 million?

Mr. Jackson: No, no, I can see that.

Hon. Mr. Sweeney: Am I looking at the right figure?

Mr. Jackson: Yes.

Hon. Mr. Sweeney: If you look immediately below that, you go from \$65 million to \$72 million or, if you look at the bottom of the line, \$140 million compared to \$145 million.

Mr. Jackson: I am getting to my question, if I may, Mr. Chairman, with respect to the question we started estimates with: Will any of the developmental services in the actual experience for the past 10 months be underspent from your estimates or when your final actuals are done for 1988-89, which is only two months away? Are you in a position to say now if there are any significant underexpenditures from your estimates in the developmental services area?

Hon. Mr. Sweeney: I am going to ask my staff to help me here, but the only place I can think of at the moment where there might be an underexpenditure is where we have contracted with a local community living association to find some homes to move some children out of nursing homes or some adults out of our institutions. We have contracted with them. The money has been set aside. In other words, that is a part of the arrangement we make with them. We put the money in some kind of—what is the legal term?

Mr. Jackson: Escrow.

Hon. Mr. Sweeney: Escrow. The money is there. They are coming back to us and telling us right now they are having a devil of a time getting the home and getting zoning approval to open that home. There is a distinct possibility that we could give an agency that money this month, last month or two months ago, but as of March 31, it would not be expended. That is the only place I can think of where we would have a budgeted amount for that purpose.

Mr. Jackson: I just want to get the straight answers to that instead of having it widely interpreted. For Hansard, is your staff agreeing yes or no, that that is the only area?

Hon. Mr. Sweeney: Is there any other place where we might underexpend any budget at this moment? That is the question.

Mr. Burkus: On balance, I think we transferred funds to developmental services from other areas.

Hon. Mr. Sweeney: That is the total budget?

Mr. Burkus: Yes.

Hon. Mr. Sweeney: My staff is telling me that what is much more likely to happen is that at the end of the year the total expenditures for developmental services would be higher than the budget figure; that we are now looking at transferring from other budget items, for the very reason I just gave you, but within that budget item. That is why, when you want to take a look at a particular line—

Mr. Jackson: No, no, I am talking about the full budget.

Hon. Mr. Sweeney: No. The full budget now, my staff tells me, is going to be more than what is estimated.

Mr. Jackson: An overexpenditure.

Hon. Mr. Sweeney: We overexpended. We transferred from some other budget.

Mr. Jackson: My final question—

Hon. Mr. Sweeney: Excuse me. I want to be sure I interpreted you correctly.

Mr. MacDonald: In each of the last five years, that has been the case. We have had to find money elsewhere to handle developmental services.

The Acting Chairman: Can you speak into the mike?

Mr. MacDonald: In each of the last five years we have had to prioritize expenditures from elsewhere in the ministry and seek approval to move money to developmental services because of the extreme funding pressures in that program area.

Mr. Jackson: My final question has to do with accommodation transfer. I have got into this debate with several other ministers in terms of capital projects, which is basically part of what we are talking about here. It is part capital and it is part operational.

What other ministers indicate is that if it is not expended, it will be spent next year, but it will not be added on next year. It will form part of the total dollars; therefore, they are lost.

I am anxious to ask you why you do not look at other areas of the province which have legitimate projects ready to go and have indicated to you that they would be willing to get the startup. When you have a waiting list in Toronto of over 1,000, and in my own community of Burlington it is over 100, for the legitimate reason, as you put out, that a certain and specific association in a given region cannot obtain the funds in appropriate time, could you not leave that as a regional allocation and leave that available to other associations in the area for their expansion needs? Therefore, the dollars would not be lost to you. They would not be lost to the project.

Other ministers have clearly stated, and clearly from an understanding of accounting principles we know that those moneys are lost, because they have to resurface in a subsequent year. They are not add-on dollars. Once they are lost, they are lost. I am trying to determine how we can influence you not to lose them.

Hon. Mr. Sweeney: I am going to ask John Burkus, my assistant deputy, to respond to that.

Mr. Burkus: I do not think we do lose them. What we do is ensure that we cash-flow in the year the amount that is allocated to us. That may mean, on paper, that we are overcommitted, but we do redirect so that we cash-flow the amount that we have been voted. In a sense, it is not lost. At any one moment in time, there is a whole

stream of projects at various phases of initiation and completion. Part of trying to manage the cash and the resources that we get in the ministry is to ensure that we use all the funds that are given to us. It is not, in that sense, lost or given back to the Treasurer (Mr. R. F. Nixon) in that capital program.

Mr. Jackson: That is my understanding. With the exception of the now famous restraint letter of the Chairman of the Management Board of Cabinet (Mr. Elston), I think the minister is on record as saying that he will exceed the moneys that the Treasurer has allotted him, or perhaps the record is that you too will be under the allocated amount, in accordance with Mr. Elston's directive.

If that is the case, the point is that the dollars would be used in other services. It is turning the tap off and turning it on. Certainly it stays within the Ministry of Community and Social Services, but it does not stay within the developmentally disabled programs. That is the point I am trying to make.

Hon. Mr. Sweeney: If I correctly interpreted Mr. Burkus's response, it is that within the total capital projects division of the ministry, different projects are at different stages, and we will use the money as effectively as we possibly can. Tell me if I am wrong, John, but let's just say it is a home-for-the-aged project that is moving ahead more quickly. It is entirely possible that we can put some money in there from someplace else, but then we do not need that money for that project the subsequent year and we can use the money that we would have put into that for what we could not do the first time.

Mr. Jackson: You may be the only minister doing that. When I checked with several others, they are not. Dollars are lost. To the extent that you are pulling it off—

Hon. Mr. Sweeney: My staff people tell me that is what we are doing, and I take their word for it.

Mr. Jackson: I commend you then, because I know the intransigence of the Minister of Education (Mr. Ward) and the Minister of Colleges and Universities (Mrs. McLeod). It was very clear in their estimates that they were not doing that and were unwilling to do that. If, in fact, what you say is actually happening, thank you.

Hon. Mr. Sweeney: Let me just say that my staff is very skilful.

The Acting Chairman: We have discovered when a lost dollar is not lost, perhaps.

Hon. Mr. Sweeney: Let me just say my staff is very skillful.

The Acting Chairman: We have discovered when a lost dollar is perhaps not lost.

Ms. Poole: I am sure the minister was getting quite relieved to see us near the end of the estimates. Just to take you back for a minute to pages 47 and 48, the home support services for the elderly, I was looking at the figures and the growth is really quite astounding as far as home support services for the elderly is concerned. In 1985-86, it was more than \$7 million, going up to more than \$12 million in 1986-87, doubling to more than \$24 million in 1987-88 and now, in the 1988-89 estimates, to \$49,850,300. I think it is quite a phenomenal growth. I would assume this is all part of the government's policy towards deinstitutionalization and trying to keep people in their homes.

Hon. Mr. Sweeney: Yes. As a matter of fact, some place in here there would be a corresponding—I was going to say "reduction" but that is not the right word—slower growth in the amount of money we are putting into homes for the elderly.

As a matter of fact, I do not think we have any new homes for the aged on the books right now. Mr. Quirt, there is no new home for the aged, other than renovations of existing homes?

Mr. Quirt: Correct.

Hon. Mr. Sweeney: We have made a conscious decision that we are not going to build any new homes. What we are doing is—there are so many homes across the province that were built 30 years ago, and they were built with four-and six-bedroom wards—we are renovating those all over the province.

I have a budget of about \$100 million over the next six years, and \$66 million of that will be for those kinds of renovations I have talked about—nothing new—and the other \$33 million will be to provide alternative community residential facilities outside of the institution. This is a clear reflection of the direction that the government has chosen to go in, to put more and more money into the community and less and less money into institutions. That is the decision we have made.

Mr. Jackson raised the question before, "It looks with the developmentally handicapped that, while you say you are going to do all these things in the community, you are still putting money in the institutions." Yes, we are. We still have to maintain what is there. The same thing is happening. While we are putting more and more

money into the community, we are still maintaining the institutions we have.

Ms. Poole: It is obvious too it will take some time for us to really see the fruit of all this. I know there has been a tremendous growth in the support for not only home support but community-based health services, and in fact you might be interested to know that in my area there has been a group of people and organizations in north Toronto that has been working very hard in the past couple of years to develop a proposal for a community-based health centre.

The Metropolitan Toronto council and Toronto city council have been very co-operative. A site has been located, and negotiations are almost completed, and there are two very attractive components. One is an adolescent services component and the other is a seniors' day care component where care givers or families who have the elderly in their homes will get some relief so that they can continue to keep the elderly in their home. I think it is really a very fine proposal and very much in the line of what has been done in other areas.

I have one final question. I have the proposal with me, and it says that day care programs have been highly successful in other areas of the city and are presently in operation in Cummer House, Highbourne Lodge, True Davidson Acres and Castleview-Wychwood Towers. Are they funded by your ministry?

Hon. Mr. Sweeney: Yes.

Ms. Poole: Would that all come out of the home support services for the elderly or would this come out of the homes-for-the-aged portion?

Hon. Mr. Sweeney: Some of them come from both budgets depending—

Interjection.

Hon. Mr. Sweeney: No. Day care for the elderly, day programs, things like that. One of the things we have asked our homes for the aged to do, and some of them are doing it remarkably well, is to become community resources for the elderly as opposed to just places where you go for your last couple of years.

If I can give you a concrete example, just as you were talking I suddenly remembered it because I was up at the opening in Timmins—no, some place close to Timmins.

1650

Ms. Poole: Iroquois Falls? They have a—

Hon. Mr. Sweeney: Where was the one we opened close to Timmins about a year ago, a big renovation? Iroquois Falls?

Ms. Poole: Centenary Manor?

Hon. Mr. Sweeney: South Centennial Manor?

Ms. Poole: Iroquois Falls.

Hon. Mr. Sweeney: Iroquois Falls? Okay.

Ms. Poole: I come from near there.

Hon. Mr. Sweeney: Do you? Okay, that is what it was. It was South Centennial Manor and it was Iroquois Falls.

Mr. Jackson: I am awfully glad you brought your staff with you.

Hon. Mr. Sweeney: But you know, Mr. Jackson, the thing is we have so many things going on in this province that it is not hard to lose track of where places are and where you have been a week ago, never mind a year ago.

Anyway, when we went there to officially—that was a renovation project, so we obviously wanted to know everything they were doing. I think they have a bed capacity of about 150 to 200; something like that. They have an outreach capacity of almost 3,000. They are supplying service to I do not know how many miles out of that Iroquois Falls centre. They are providing Meals on Wheels. They are providing friendly visiting. They have people coming into the home for dental care, foot care and legal services. They have what I thought was really innovative: a telephone service where the elderly person carries a button around his or her neck and if he happens to fall or anything, he pushes the button and there is somebody in his house within 20 minutes.

That is what is happening all over, so when you talk about Cummer Lodge right here in the Metro area, many of our homes for the aged are now serving far, far more of the elderly on an outreach basis, whether they go out to the people's homes or whether the elderly come into the home for the aged during the day and then they are inside.

That is a true revolution. I think it is a great use of that institutional service. It is being seen now truly as a community resource, not as a place you go when there is nothing else.

Mr. Allen: It is always helpful for members of the government party to suggest there are nice things happening that the minister forgot to tell us about.

Hon. Mr. Sweeney: I appreciate being reminded.

Mr. Chairman: You are going to tell us about another one.

Mr. Allen: Of course, they would not retail for the benefit of the committee some of the field reactions to the way in which the increase in the budget for home support service for the elderly was administered and the lack of guidelines and so on that went into the development of the expansion that is happening—there no question about that expansion happening—and they perhaps overlook the absence of any real accounting in the estimates book, for example, of what happens, let's say over in Huron county, where the homemakers' services are very effective but at the same time have obviously yielded a significant reduction in the residents in the homes for the aged, or the home for the aged.

As a result, there are cross-entries that need to be made in order to evaluate the increases that go into homemaking services across the board and whether they can be afforded on an even more expanded basis than you are delivering them.

It is that kind of cross-entry accounting that I think it will be very interesting for us to be able to see some time from the ministry. It is something like the question I asked the Premier (Mr. Peterson) today with respect to the whole question of implementing Thomson. Is the government doing those kinds of studies as to the down-the-road savings and the new productivity in the economy and so on, and the avoidance of social and economic costs that can be measured to some degree?

Hon. Mr. Sweeney: Excuse me, Dr. Allen. I really do believe the record will show that I said to Ms. Poole that you will see a corresponding reduction in growth for the institutional side as we put this in. On the \$100 million we talked about before, where we were going to divert \$33 million into the community, when I went before my colleagues I had to make just the case that you said: "Justify to us that if we allow you to divert \$33 million capital into the community instead of the institution, it is going to have the kind of payoff you talk about." I had to make that case.

Mr. Allen: Sure. I appreciate that.

Can I just ask a couple of individual questions, because I think we are getting close to the line?

Mr. Chairman: We are.

Mr. Allen: First of all, with respect to the worker-client ratios for the developmentally handicapped, do you have guidelines or other ratios in regulations, as there are, for example, in education and day nurseries on the ratios that are established for worker-client numbers? It seems to us as though there are different programs operating with essentially the same people, but with different ratios. In Hamilton, for example,

we understand that life skills has a ratio of one to three, and that with on-site job training, with the same people, it is one to 10. Can you give us some figures or tell us what the ratios are for workers with the developmentally handicapped in those various programs and—

Hon. Mr. Sweeney: Dr. Allen, excuse me; I am just conscious of the time. I cannot give them to you, but Brian Low from our branch might have those figures. Brian, I do not want to put you on the spot. Are those figures available? Do you have some sense of what they might be? Could you come up, please? I cannot answer it.

Mr. Allen: Are they in regulations or guidelines? Where are they?

Hon. Mr. Sweeney: Brian, you will have to answer that; I cannot.

Mr. Low: At this point, we do not have any specific ratios in any legislation. In fact, the program is established based on the needs of the individuals and the staffing is negotiated between the program sponsor and the local or area office of the ministry.

Mr. Allen: So there can be quite a wide variation in ratios across the province and between programs.

Mr. Low: Based on the needs of individuals participating in those programs; that is correct.

Mr. Allen: Is there some way we could get some numbers from you on what are typical ratios or existing ratios?

Hon. Mr. Sweeney: Brian, could you speak specifically, say, to adult protective service workers? Is there any kind of standard ratio there, for example?

Mr. Low: Certainly, we can look at the average case load that we have in that particular program, approximately 40 to 45 individuals. We can look at that in other programs like infant development programs and this sort of thing to give you a sense of the average case load across the province. But again, it really depends on the particular work that is required based on the needs of individuals participating. In some instances, it will be very much lower; in other instances, it may be higher.

Mr. Allen: Perhaps we can refine our question, get it to you in written form and get an answer back.

Second, I understand that Vaughan Glen Hospital is a Ministry of Health facility in which there are developmentally handicapped people.

Hon. Mr. Sweeney: Yes.

Mr. Allen: It is not, as I understand it, in the multi-year plan.

Hon. Mr. Sweeney: No.

Mr. Allen: Why is that? Apparently it is closing. What will be the destiny of the persons who are residents?

Hon. Mr. Sweeney: My recollection is that it will be closing. The Ministry of Health has announced a closure for approximately five years. The people who are in there are in there primarily because they are physically disabled. Some of them also have a developmental handicap. We are currently negotiating with Health to assume responsibility for those people who have a significant developmental handicap. Health is going to continue to be responsible for placing in the community or in other facilities those people who are primarily physically handicapped.

That is an ongoing one, but it is not part of that document in any place I am aware of. That is going on right now. Health is taking the lead on it. We are the sort of secondary player there, in the way in which I just described.

Mr. Allen: I am not sure whether this situation is remedied at this point in time. The Oxford Regional Centre at one time had as many as six doctors. Apparently at this point in time, or at least in the course of 1988, they had only one doctor for 457 residents. Apparently last summer, when the doctor went on holidays, there was only a part-time doctor available on a one-hour-a-day basis and on call in case of an emergency, which, given the nature of the institution seemed to be a rather low service level for medical care. Does the minister have any comment on that? Does he know whether that has been remedied?

Hon. Mr. Sweeney: It is a change in strategy for the ministry. If you check with our other institutions, you will find numbers that are similar to that. What we have done is to move from having doctors on staff to contracting with community doctors to meet the service.

An interesting one we have done that you might want to look into further is a contract between Queen's University and the Rideau Regional Centre in Smiths Falls. At Rideau—somebody correct me—I do not think we have any doctors on staff there full-time. That is an institution that is even much bigger than Woodstock. Rideau has about 600 people in it and all the doctors, through an arrangement we have with Queen's, are community doctors or university doctors. They come in at regular intervals.

They are on call for certain reasons. Interns provide some services. But we have moved away from having doctors on site to bringing in community doctors.

There were a number of reasons for doing that. Quite frankly, we were having difficulty keeping doctors in institutions. They would come for six months or a year and then they would leave. They were constantly turning over. We were getting no consistency of a particular doctor seeing a particular patient. We are now getting that consistency because a particular doctor from the community is responsible for a certain number of patients.

1700

Mr. Allen: You are finding in that respect that the supply of medical personnel in the community in question is adequate to the needs of the institution.

Hon. Mr. Sweeney: To the best of my knowledge—again, somebody please help me if I am wrong—that is working out reasonably well. We have asked Queen's to do a complete evaluation report for us on the basis of its experience. The last report I heard back was that they were very positive about it. Can anyone change that if I am not right?

I think this is probably going to be the end of it, so Mr. Low, you are going to finish.

Mr. Low: My pleasure. We are also doing a very similar thing with the Southwestern Regional Centre and the University of Western Ontario, based on the success of our activities with Rideau and Queen's. It really is a trend we are moving towards in terms of that assistance from the community.

Mr. Chairman: Members of the committee, our time has expired. I propose we take the vote now. We can make some concluding comments of a complimentary nature or thank you's following the vote.

Ms. Poole: Those are your instructions.

Mr. Chairman: Right.

Votes 801 and 802 agreed to.

Mr. Chairman: Shall I report the 1988-89 estimates of the Ministry of Community and Social Services to the House without amendment?

Agreed to.

Mr. Allen: Mr. Chairman, may I thank you and the minister, especially, for his helpful answers and for his obviously well-briefed condition. That is a tribute, too, to his staff for their assistance in the answers they have provided.

ed for written questions and oral questions. We will continue to be asking you as many, and as difficult questions as we can, of course, as time goes by. That is the name of the game.

Hon. Mr. Sweeney: I wish I had these people with me all the time.

Mr. Allen: One last little note: I am sorry I did not get around to interval and transition houses. I notice there is no room, apparently, for expansion next year in the budget. That is very regrettable. But thank you. It has been a very useful experience.

Mr. Jackson: I would like to thank the minister and especially his staff for their attendance and their prompt response to our questions and their willingness to research matters we have raised. I thought the questions and some of the answers were rather long. Perhaps that is in reverse proportion to the amount of time we are allotted to deal with these important estimates.

Hopefully, we will be given more time and more opportunity for more members to become involved, because I sense we have a minister who is deeply committed to this portfolio. I, for one, am not looking for any changes in that area as the Premier looks upon what the Toronto Sun today referred to as a very strong need to have some changes. I do not believe this minister in this ministry is one of them.

Having said that, Ontario has distinguished itself as a compassionate province and I make no excuses. On every public forum, I have indicated my personal priority for education and social services and will continue to do so throughout my political career. I sense in that respect the minister and I have a lot that we agree on.

Mr. Beer: In the spirit of bonhomie, may I commend the two opposition critics for their questions and the minister for his answers. For some of us who are going through estimates processes for the first few times, I think we have

found this one to have been particularly informative, both in terms of the layout of the documents and also in terms of the sheer information we have received back.

Hon. Mr. Sweeney: I want to simply point out that occasionally people comment that I seem to be well informed about a number of issues. You can see why now—the kind of backup staff I have. I want to say thank you to all my staff for helping to do the preparatory work for this and for being here and supporting all of the committee, not just me as the minister.

Thank you to my two critics. It takes challenging questions to get reasonable responses. I appreciate the fact you have done that. As to Mr. Jackson's comment, no comment.

Mr. Chairman: I will add my comments of thanks to all members of the committee from all three parties. I appreciate your co-operation and attendance. You have been relatively punctual at the 3:30 hour. I would like to add my thanks to the minister, the deputy and the staff assembled. I also found the information quite helpful. It is an area I have an interest in from the municipal perspective. It is good to see the provincial side of it and get a feel for it.

Members of the committee, just a couple of housekeeping matters before we adjourn: You may already know this committee will not be sitting next week. However, should the House be in session the week after next, we will be starting with the Minister of Labour (Mr. Sorbara) on women's issues estimates on Monday, February 13.

Also, we may possibly have a subcommittee of this committee, so if any members of the committee have something they would like us to discuss at the subcommittee level, please let me know.

The committee adjourned at 5:07 p.m.

CONTENTS**Thursday, February 2, 1989****Estimates, Ministry of Community and Social Services**

Adults' and children's services program.....	S-713
Adjournment.....	S-730

STANDING COMMITTEE ON SOCIAL DEVELOPMENT**Chairman:** Neumann, David E. (Brantford L)**Vice-Chairman:** O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Substitution:

Fawcett, Joan M. (Northumberland L) for Mrs. O'Neill

Clerk: Decker, Todd**Witnesses:****From the Ministry of Community and Social Services:**

Burkus, John, Assistant Deputy Minister, Finance and Administration Division

MacDonald, John, Co-ordinator, Estimates, Financial Planning and Corporate Analysis

Quirt, Geoffrey, Manager, Residential Services, Elderly Services Branch

Low, Brian, Co-ordinator, Multi-Year Plan and Facility Services, Finance and
Administration Section



)

)





2010
X012
- STT

No. S-30

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Community and Social Services

First Session, 34th Parliament
Tuesday, February 21, 1989

Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

Published by the Legislative Assembly of Ontario
Editor of Debates: Peter Brannan

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$16.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Tuesday, February 21, 1989

The committee met at 4:08 p.m. in committee room 1.

ESTIMATES, MINISTRY OF EDUCATION

Mr. Chairman: Members of the committee, the meeting will come to order. This is a meeting of the standing committee on social development. We are called to convene the estimates of the Ministry of Education. We have present with us the Minister of Education (Mr. Ward), and as usual we will start with the opening statement of the minister. Welcome to the committee.

Hon. Mr. Ward: I do indeed welcome this opportunity to report to the social development committee on some of the initiatives my ministry has undertaken in recent months and also to discuss briefly the direction I see our educational system moving towards in the future. I do not intend to outline every single activity of my ministry since the beginning of the fiscal year, but rather to briefly focus on a few areas that I think are particularly significant.

First, though, this being estimates, I should note that the resources of our educational system are impressive. In Ontario, we have 170 publicly elected school boards employing more than 95,000 teachers in 5,300 schools with an enrolment of about 1.8 million full-time students. Additionally, it should be noted that nearly half a million adults take credit and noncredit courses in continuing education classes.

To fund this system, our elementary and secondary schools will receive from provincial revenues this calendar year a total of \$4,129,000,000. This represents an increase of \$237 million plus over last year or an increase of 6.1 per cent. These moneys will flow during the last three months of the current fiscal year and the first nine months of the 1989-90 fiscal year.

On top of this, school boards will be receiving \$300 million this year to assist them in completing capital projects, part of a three-year government commitment for \$900 million. In addition, the teachers' superannuation fund will receive an estimated \$515 million from the province during this year.

In reviewing the year, I would like to speak to you first about some of the changes we have

made to improve the quality of education offered in Ontario, beginning with the implementation of our 1987 throne speech initiatives.

Second, I would like to take a few moments to reflect upon the school's role in introducing our children to some of society's key values and issues. Over the past year, our classrooms have seen important changes with the introduction of mandatory education about acquired immune deficiency syndrome, new approaches to opening exercises, and, taking effect this September, mandatory drug education and a new policy on heritage languages.

Finally, I will briefly focus upon my ministry's commitment to helping students make the transition from school to work, a topic of intense scrutiny in my ministry, and I am sure, before the select committee on education and indeed throughout the educational community.

I would like to comment briefly on the work of the select committee because, as you know, our whole system of education in this province has been under intense scrutiny now for the past couple of years. There were six major contracts awarded to look at particular issues on the relevance of our educational system. We had within the ministry the student transition and retention project that looked at the issues of the effectiveness and relevance of our education systems.

I want to compliment the select committee for its work in bringing together a wide variety of input and certainly a number of points of view in its extensive work in trying to establish some consensus around some of the many kinds of changes being proposed.

I believe that under the rules of the Legislature, my ministry has up to 120 days to reply to a committee report. As I indicated at the time, I look forward to coming before the Legislature and the public at large with our initiatives in response not only to the select committee, but indeed to much of the input we have received from a wide variety of sources. I, for one, am very excited in terms of the new directions we will be taking.

To improve the quality of education, though, I believe you have to start at the beginning and I believe that is exactly what we are doing with our initiative to reduce class sizes in grades 1 and 2. I

think it is widely recognized, and certainly I firmly believe, that smaller classes in these critical first years will help lay a strong foundation for success in each child's school career.

It should be noted that in many of the pilot projects and much of the work that was done on relevance in the issue of dropouts, it was clearly established that most students at risk become at risk very early in their academic or scholastic careers. In my view, the primary division is certainly not a place that is too early to start; in fact, it is the appropriate place to begin.

In the 1987-88 school year, the average class size in grades 1 and 2 was 28.2 pupils per teacher. In establishing our three-year implementation plan, the goal for 1988-89 was to reduce this 28.2 average to an average of 24.7, and I am happy to say that across the system as a whole we actually exceeded that target. The pupil-teacher ratio in grades 1 and 2 after the first year of implementation was 24.6. Our objective is to reach a pupil-teacher ratio of 22 to 1 by the next school year with a final goal of 20 pupils per teacher by September 1990.

To ensure our teachers are able to take advantage of the smaller classes to improve learning, my ministry will provide special training for primary-grade teachers. Beginning this spring, workshops will be presented by our regional offices at the request of school boards from throughout Ontario.

We are also distributing funds to school boards to purchase additional learning materials for the primary and junior divisions as well as funds to purchase more textbooks for students at both the elementary and senior levels.

In the area of classroom computers, in 1988 we made available to school boards an additional \$10 million to purchase grant-eligible computer systems, plus another \$3 million to acquire appropriate software. These grants are the first portion of a three-year commitment.

We have also begun this year to conduct a major revision of the curriculum for the primary and junior divisions, known as The Formative Years. A discussion paper on proposed changes will be available for widespread consultation very shortly.

In the wake of the first report of the select committee and various reports submitted to my ministry, we are reviewing policies, including streaming, compulsory courses and general-level programs, that affect students from grade 7 through to the end of secondary school. I believe we will be able to address many of these issues,

in part through the current review of OSIS—Ontario Schools, Intermediate and Senior Divisions—which is already well under way.

Recent studies have suggested that Ontario students have fallen behind those of some other jurisdictions in the critical areas of science and mathematics. As I have indicated before, this is of great concern and we must focus on these areas. That is what we will be doing this March 1 at a major conference we have organized called Celebrating Science, which will be held here in Toronto.

In the ministry, we have responded to these needs in several ways and many of our initiatives are just now beginning to take effect. For example, we have issued new curriculum guidelines for mathematics and science from grade 7 to the end of high school; we have undertaken a provincial review of grade 6 mathematics; we have provided additional funds to strengthen science programs in grades 7 to 10, and we have provided funds for additional learning materials for science and math students up to grade 6. We have also issued a new science policy guideline called Science is Happening Here to help teachers give new meaning and importance to science subjects.

On the Ontario academic course level, quality is also the focus of a new program to establish consistency across the province in setting and marking final-year high school examinations. Since the end of provincially set final examinations in 1967, wide variations in examinations have developed among schools. This has made it increasingly difficult for universities to compare results from different schools when considering entrance eligibility.

First, we carried out a pilot project to make sure our approach was the right one. A new format for setting and marking English 1 Ontario academic course examinations was developed for use by our high schools. Results of the test showed we were on the right track. Using our new format, Ontario high schools achieved an unprecedented level of consistency in designing and marking the university-entrance English examination last spring. Similar programs are now under way for other subjects, including science and mathematics.

1620

Measuring the performance of Ontario's educational system is an important aspect of ensuring quality of education. Through provincial reviews, such as those carried out this year on grade 6 reading and mathematics, and by helping to develop national indicators to provide

a common measurement among all Canadian provinces, we are carefully and effectively, I believe, setting high standards for Ontario's educational system.

Changes in technology, particularly in the development of the computer, are having a major impact on how we teach our children in the schools. Computer literacy is becoming increasingly essential. To meet that need, my ministry has revitalized its computers-in-education program.

In addition to the considerable new capital commitment I mentioned earlier, this past year we have taken steps to make it possible for more computer manufacturers to have their computers approved for use in Ontario classrooms. We are moving to improve software portability, so that new and existing computer programs can be used on all approved hardware. Also, I have made it possible for school boards to get better value for their dollar by allowing them, for example, to access ministry funds to buy less expensive computers and to provide computer training for teachers.

We know computers have, as well, special abilities to help us teach disadvantaged students. For example, computers can now help the blind to read, the deaf to see their voices and those with low literacy skills to make rapid advances. Our first centre for special education technology, helping educators apply these new tools, was announced in November and will open in April at the John P. Robarts school in London.

As I have suggested, improving the quality of education requires action on several fronts and I believe we are achieving steady progress towards that goal. I believe our school system has an important role in teaching, reinforcing and engendering certain social values and in responding to emerging social needs. Over the past year, we have had plenty of discussion on this aspect of the education system and I believe we have made some important advances. For example, this year we have seen the introduction of mandatory education concerning acquired immune deficiency syndrome.

To escalate our fight against drug abuse, beginning this September we will be making drug education topics mandatory in grades four to 10. A draft curriculum guideline on physical and health education containing this requirement is currently completing the validation process, along with a recommendation of the task force of the member for Muskoka-Georgian Bay (Mr. Black) on drug abuse.

School boards will be required, as well, to develop drug education policies by September 1990. To assist them, we have set up an advisory committee representing the educational community as well as the Ontario Provincial Police, the Addiction Research Foundation and my ministry.

Our school system is educating our children about many of the problems that challenge us in a modern society, but it is also helping them to understand, reinforce and celebrate some of our many strengths. For example, in recognition of and respect for our province's multicultural reality we have made heritage languages instruction in elementary schools mandatory, beginning with the new school year in September. Boards of education will be required to provide instruction when parents of 25 students or more from that board request instruction in a specific language. I look forward to introducing legislation to implement our new policy in the very near future.

We have also taken initiatives to ensure that the roles of opening exercises and religious education in the schools reflect educational purposes while recognizing the diverse makeup of our province's population. In concurrence with the Canadian Charter of Rights and a subsequent ruling by the Ontario Court of Appeal, we have changed the regulation on public school opening or closing exercises. I believe that with our new regulations we have provided school boards with an excellent educational opportunity to open or close the school day with exercises that will reinforce our children's sense of tolerance and understanding in our diverse multicultural and multifaith society.

You will also be aware that we have undertaken a ministerial inquiry into the provision of religious education in the public elementary schools. The inquiry is reviewing our existing policy and is looking at policy options that are more appropriate to the multifaith makeup of Ontario's population. Just this past week, Dr. Glenn Watson, a former director of education for Brant county who is directing the inquiry, has advertised his call for briefs.

This government has also taken significant steps to recognize the fact that our history and our nation's Constitution have accorded special rights to our francophone minority in Ontario. In the past year we have made great strides in French-language education in this province.

In recent months, Ontario has established two models of French-language school boards. The francophone community in the Ottawa-Carleton

region now has its own board to look after the requirements of the large number of French-speaking students in that area, and to make decisions on education for Toronto's francophone community the Metropolitan Toronto French-Language School Council was recently established.

In addition, I announced that a new French-language service for our independent learning centre will open in Sudbury this year to significantly enhance educational services for francophone citizens.

The last time I spoke in this committee room, I said that I believe we must do more to assist those students in our system who are likely to drop out, often without completing their final years of high school.

Our educational system must equip our children with the attitudes and skills they will need to enter the job market, whether through gaining additional education or by moving directly to a job. This means being flexible, creative and in tune with the realities and expectations of today's workplace. Relevance, in particular, is a key to improving student retention.

We know that we can assist students in making career choices with new approaches, such as our job-search skills and interactive computer-assisted student guidance information systems, by encouraging business-education co-operation and by creating local industry-education councils.

This partnership with the community is particularly important to our schools and, in fact, the theme of Education Week this year, during the last week of April, will be "Partnerships for Success." School boards are working on events to celebrate and further cement the partnerships their schools have developed with parents, community leaders, local businesses and other organizations.

Over the last year, we have funded 12 key projects developed by individual school boards, all aimed at reducing the dropout rate. One such project targeted black children in North York who have been identified as being at risk of dropping out. Last year, the project took on 37 high-risk students and, I am pleased to say, all 37 remain in school.

One of the most effective ways we have found to help students make career choices is through co-operative education programs. Students gain a real insight into specific jobs through work terms in local businesses or other organizations while getting academic credit for the work. A special form of co-op education, the student

work apprenticeship program, SWAP, in co-operation with the Ministry of Skills Development, is aimed at teaching technological skills, with apprenticeship work terms part of the school year.

In addition, we raised public awareness of the co-op education programs through a newspaper and radio advertising campaign. Brochures and videotapes have also been distributed to schools.

While the more than \$13 million in pilot project funding that had been made available to school boards for co-op programs runs out at the end of this fiscal year, these incentive funds have allowed us to fully test and develop the co-op system with the enthusiastic co-operation of some 120 school boards across the province. All concerned in this program—boards, teachers, students and employers—have told us how useful this program is.

1630

We are currently reviewing the successes we have had with both our co-op education and the student retention programs to determine how we can most usefully place these programs on a permanent footing. I hope to come forward with proposals in this regard in the very near future.

Let me now turn to the question of where we are heading. In the coming year, our focus will continue to be on quality, equality and accountability. Underlying this agenda will be the bringing forward of our plans for improving the funding mechanism designed to ensure fairness and equity, while preserving and building upon the stability and viability of a strong public school system.

To improve the quality of education, we must continue to emphasize the role of elementary schools in providing basic skills and attitudes towards learning and the role of secondary schools in preparing their students for adult life, whether it be for additional education or for a career. Hand in hand with this, of course, is support for further professional development of teachers at both the elementary and secondary levels.

Quality means establishing clear standards for and measuring the effectiveness of our educational system. In other words, we must and will improve the ways to measure achievements by our students. We can and will improve student performance compared to previous years and compared to students in other jurisdictions.

We must also promote greater equality in our system. Here I am not just talking about equality for francophones, equality for women, for ethnic minorities, for native children and for exception-

al students; and I am not just talking about equality of opportunity: I am speaking about equality of outcome, a notion that was brought very forcefully forward through the work of the select committee.

I think we all recognize that education is the key. Education can be the great equalizer in our society. Education is the one service we deliver that can help each and every individual in our society rise from a background that perhaps in the past has been one of disadvantage.

The programs we adopt in the years ahead will be focused on these themes: quality improvement, effective measuring of achievement, greater equity in the system and equality of outcome. I look forward to taking on that challenge, together with all of our many partners in the educational community, in order to continue and expand upon the major improvements we have made in Ontario's education system.

Thank you very much. I look forward to your questions.

Mr. Chairman: At this time it is usual to hear from the critic for the official opposition. Mr. Johnston, are you ready to roll?

Mr. R. F. Johnston: Why break with tradition now? I will say that the minister was mercifully short in his presentation. I think this is an admirable thing, but as somebody who believes that estimates are a blood sport, I will not be as mercifully short. However, let me start off with the positive things, because it is always good to spend a couple of seconds on something positive when one is a critic.

I take great heart—perhaps I should not, as a jaundiced veteran—from the very good closing comments in the last three or four pages talking about more social equity being promoted through the education system. As you know, that was a driving force behind my interventions at the select committee this summer. I was delighted with the progress that we made as a committee in achieving a consensus on some matters concerning that aspect.

I hope that what I read into the language—which is always very carefully constructed even when it is written by a committee, and I do not think this one was. There is language there which gives me hope that not only our concept as a committee of changing the preamble to the Goals of Education to include some social goals will perhaps be something that will meet with favour from the minister; and the motion or the recommendation that talked about funding perhaps being made available was also referred to.

If I am not looking too acutely at the language used, the minister is actually talking about perhaps looking at funding which might help meet some of those goals as well. I will come back to that issue, because it is of supreme importance to me.

I want to couch my remarks today in the large framework of what the education system in Ontario is doing and whether we really think it is going as well as we would like it to or if we have seen the kinds of initiatives from the government at this point that we would hope to see.

One of the good things about the select committee's work was that we went back to basics, in a sense. God knows that is something which is very popular these days. We went back to look at the philosophy of education in the province and the goals of education and whether or not we have the same kinds of goals now and whether those goals are in fact being met. It makes one think in sort of first principles about things and it is very useful in terms of analysing how we are doing.

Perhaps it was the Radwanski analysis or other things which were a catalyst to that, in terms of looking at the dropouts and seeing them as a measurement of success or failure of the system; but for whatever reason, it made me step back a bit from our system and ask just how well we are doing at the end of this century and how well prepared we are for the future.

In some areas I would say that we are not doing badly and that the system has been functional, and in some cases excellent. But there are large areas where we really do need to focus attention. As yet at this point I am not really clear about the government's role and your ministry's role in all this. Those are some of the things I would like to talk to you about in our estimates as we proceed along in more detail on the various matters.

If one looks at the bricks-and-mortar side of things, one can throw out the million-dollar figures of additional money that has been put into the system and one can, even in the absence of a Conservative on the committee at the moment, castigate those past governments for getting us into the mess that we are in in terms of underfunding of capital in the province.

But we have a situation where we now have directors of education in some growing parts of the province, in terms of school population, actually saying to the parents of children that their children may in fact get almost all their education in a portable as far as they can see the expansion in their system. I noted that the other day in the papers and thought that at this stage in

our development it does not speak very well for our concepts of planning and capacity to prepare ourselves for change.

I look at the past promises that have been made by Liberals during election campaigns, specifically on funding, and wonder where some of those concepts have gone in terms of the responsibilities for the system. I now see every board working well above ceiling, in other words the reality of the cost of education being much in excess of what the government now accepts in terms of its grants formula, and therefore the percentage of the real costs of education being picked up is diminishing, that is the portion of those costs being assumed by the province of Ontario.

I ask myself, in the scope of things and looking at education as being something that really must have that fundamental provincial base to its finance, whether we are gaining ground or losing ground. At this stage, I would say that we are slipping in terms of our portion of the responsibility for education, and as yet I do not hear anything from the government to deal with that.

1640

I will put these two matters together because the minister may think that the lot levy panacea is going to be the solution to both problems, that by adding to the cost of housing some sort of a lot levy for education we are somehow going to manage finally to get on top of new growth areas and manage to have schools built at the same time as developments go up and that that will meet that need.

He may also think that by meeting some of those extra capital costs that way the government is also going to be able to not have to take on more financial responsibility, that can go to operating costs and the government will be able to throw out the figures in years to come of all the new money which has been accruing to a local municipality because of these lot levies.

I do not think we will find that is the case. I think we are going to find that in fact that is going to cause enormous problems with housing costs in places like Metropolitan Toronto and the surrounding areas of York and Peel and Durham especially, but also in other areas of the province. I am not sure that it deals at all with some of the fundamental questions around the operational funding of the two public systems at the moment.

There are themes that keep coming back to me in so many of these matters that I will be touching on. One is a lack of preparedness and the difference between some of the rhetoric that we use during elections on a very specific kind of

project-oriented thing, like reduction of class size for example, and looking at the whole system and the preparation, both in the information that we need to make real planning happen and also to make sure that what we are doing in one area is co-ordinated with another and actually makes sense.

I say to myself here we are, how ever many years it is now after the Macdonald commission reported on financing, and we have still not heard what this government feels is the appropriate approach to a review of the financing of education. If there is one consensus we can arrive at, it is that the funding mechanism is not good at the moment and needs to be revamped.

We can hear points of view ranging from pooling on a regional basis or on a provincial basis, to various forms of shared commercial assessment and the splitting of taxes between supporters of the separate system and the public system, and a number of approaches that have been proffered; but from this government and this minister up to this point we have really heard nothing in terms of where they want to go on it.

I have the sense that we are grabbing at the lot levy as something which in people's minds is going to do more than just cover some of the new capital costs that will be out there and is somehow going to put off the whole question of a really major reorganization of the financing of education for some time to come. I think the government is living in a fool's paradise if it actually thinks it can put that off until, say after the next election.

In realistic terms—I am not sure the Liberals will agree with me on this—generally speaking as a politician one does not want to make enormous changes which may hurt large elements of our constituencies; in particular one does not want to make those changes just before an election because that tends to be counterproductive.

We are now well into the second year of your mandate, this time with your large majority, and as yet we have heard nothing from you about funding and where you are going. I get the sense that you are hoping the lot levy thing, if it comes through in a way that you can somehow make people believe they are going to get affordable housing at the same time as adding \$4,000 to \$8,000 a house on to the costs of their homes, that that is going to be enough to get you through the next election.

I would suggest to you, looking at some of the crises we are seeing, and I will come back to those, whether it is the Windsor Roman Catholic Separate School Board situation that Mr. Cooke

raised with you today or other problems that are out there, people are not going to allow government to not have some sense of major reform of the financing out there and available to them for discussion for the time to come.

This brings me back to the select committee. It is interesting how all these things are interrelated. I have had some problems with what the role of a select committee is from time to time, as you will remember. I had initially thought it was started on far too vague a terminology. Our mandate was very badly written and not particularly useful. I thought then the committee itself got together and worked out a good place to start and was dealing with some issues that were important.

I then discovered that announcements were coming out from the ministry on issues surrounding some of the things we were raising, and I began to wonder, as an opposition member and slightly cynical in my 10th year here, whether we were being used a little bit and stated that I did not want to see that.

There were then some behind-the-scenes missions to the minister's office, through Liberals who will remain unnamed, although they did yeoman work in doing this, and they got a list of things that the ministry was going to be doing soon, things that we should not involve ourselves with, the premise being that if the member for Scarborough West really was worried about a conflict of interest here and if he did not want to be seen to be a flack for the minister, because he had enough of those already, these were things we should not deal with.

One of the things that came back to us was that on financing of education—dealing with the Macdonald commission, a major foundation of how our system should work, if you talk about your three points on which you will judge your system and you make the mistake of referring to accountability, I think the financial accountability is a major one here—we were told that this was something we would hear something about very soon, that we would get an announcement, probably this last fall.

We are talking history here now. These are not things that are coming up in the future. You will probably have to send people back to your office shortly to find out what is on your list for this year to make sure we do not get ourselves into any more conflict, but clearly we were given incorrect information somewhere between the minister's lips and the Liberal members' ears. Something went amiss, because looking at funding, it is not something which the ministry

was making any statement about last fall at all. We have no idea when that will be forthcoming, and it might have been something that the select committee could well have been looking at if the ministry has been afraid to deal with what is, admittedly, politically a very thorny issue. Maybe this is something you would have rather divested to us; but no, we heard not, you were going to move ahead with great vigour and courage and we would see this brought forward; and we have not.

Here is one of the more fundamental questions that can be raised about education, just how we finance it. What is the most equitable way of doing that and the most accountable way of doing that? We have had major commissions look at this and options provided to us. People out there who are from various perspectives within the educational communities want to hear from you, and nothing is coming forward except for lot levies.

One wonders if that is not a sign of a major failure of action or nerve or whatever it may be. I know you will tell me in your response which of those things it was.

Interjections.

Mr. Beer: Just wait for it.

Mr. R. F. Johnston: None of the above, of course, is always an option, but we would like to hear that elucidated a little more fully, if that is the option you want to choose on this matter. You may get a chance today or you may just have to try to remember till we meet again. Your staff will help with that. They take notes. They are very good about that. They will jog your memory and let you know I am sure.

So I look at that issue and I say, "Well, you haven't done anything on that." We have this huge problem with capital out there, and we will come back to that in more detail when we get to the line-by-line; because as you may recall, last year when you came out with your capital announcements, bouncing them all over the province at the same time to get the maximum coverage, etc., we asked you for some sort of rationale for how the decisions were made and never really got that, or the follow-up meetings through which I know our research director had been hoping to get an understanding of it.

Some preposterous things took place at that time. The best example I could give the committee members is a situation in Essex county, a county which is known to have a totally placid history when it comes down to controversial matters in education. There was an attempt, and still is an attempt there at General Amherst

District High School as the minister will know, to actually share a school between the two systems.

As Bill 30 came to an end and the acrimony was still brewing in places like Essex, the ministry announced that it was going to give a minor amount of capital funding to the Catholic half of the building, if I can put it that way, and it was giving no money to the public half of the building even though the public system had requested money too. I do not know what principles the government wanted to operate it on, but if you just even wanted to operate on the basest of political principles—and I know you would not want to—but just for the sake, in this case of safety, it would seem to me to have been a very wise notion not to have funded the Catholic portion of the building and not fund anybody else in the public system in Essex at all, let alone in the other half of the building. I am glad that that oversight was seen to afterwards, but it raised all sorts of questions for me about just how you make these decisions and what the rationale is.

1650

We will want to come back to that, because it seems that you found your answer for the new growth areas. That is going to be the lot levy. For new buildings that is going to be your solution to looking after them. If that is the case, then the question is what to do with our existing stock, some of which is in terrible shape and for which you have had long-standing requests for upgrading. What method you are going to use for making sure that is equitably handled?

I do not think I understand, as yet, some other fundamental issues about schooling in Ontario. I do not think I understand yet what you think the role of child care is in the school system. I know that you want all new schools to have a child care centre in them, that this is government policy; but I do not know what your views are in terms of the control and accountability of those kinds of facilities within the public school, the elementary school or the secondary school. I do not know if you think this is something which should be more under the control of the local principal or what the school board's role should be in that versus that of Ministry of Community and Social Services agencies which deal with those matters. I do not know how you see that child care centre in terms of the question of the entry into the school system of children.

It is a matter that came up several times in the select committee. Some of the problems the kids have in the primary division is the question of the arbitrariness of ages when they enter and their different developmental levels at that time. I

know that some school boards now are seeing child care as a very strategic element in education. That is if you can get the kid into your school system in child care, then you can probably get him into your half-day kindergarten half-day day care; then you can get him into your full kindergarten, then you can get him into your grade one and you have him and the dollars and the other system does not have them. I would not think that we would want our notions of child care in the educational system to be limited to that kind of a notion. I know the boards would not want it to be that way either, but the reality of competing for dollars is making that something which is now considered. I think there is little doubt about that at this point.

We have had nothing from this government which really talks about that in philosophical terms; the role of child care in the school and just where all of that fits. I am hopeful, because this begs questions about what the role of school is, that some of the things that select committee talked about are things that you are now going to look at seriously in terms of the mandate of boards and the ministry under the Education Act in terms of schooling.

We talked a lot in that committee about the second-class nature of continuing education and adult education in terms of its role within the school system and what it is going to be. In some ways, with Bill 70 we have consolidated that old approach to looking at things and have not really looked at the questions of whether it is really sponsoring lifelong learning, whether the concept of lifelong learning is at odds with the philosophy of the Education Act, which seems to state that the primary responsibility is for kids who are minors and not for others in society.

I have not heard from the government how it views that. I take some hope from one of the last comments in the paper you presented today, that you do see the school as being something other than just straight pedagogy, a pedagogical institute, in terms of some of the disadvantaged groups in society. I get the hint from what you are saying that you agreed with what the select committee on education was saying on that in terms of linkages with other social agencies, and also in terms of an expanded role for the school in dealing with those things; but I have not heard that come from the government in terms of its philosophy.

I have not heard that it is now going to adopt the notion of the community school again, or as Mr. Denis was saying to us the notion of the school as a resource centre within the commun-

ty, changing some of the square-sided views of schooling that are presently there and making it a much more fluid kind of place. I wonder about that philosophically. I do not get a sense of where the thrust is there.

Even if I look at something like your computer policies, I see this mostly as something which again has not been terribly well thought out in terms of what the role of the computer in the school is. I hear you say a couple of things like it can really help disadvantaged individuals. In certain cases that may be the case; on the other hand, in some of the ways I have seen the computer being used in the schools I see it as something which is adding to the alienation of people in society. It is very much an individualist tool and it is not used for group projects. In many schools the whole development of the philosophical framework within which we want to use computers and how we want them used at different ages is something—when I look at your ministry documents—that I do not think has been clearly thought out at this point.

Not to be cynical about this, but I think we rushed into computers because the polls all said there were two issues upon which you could find consensus before the last election, and prior to that, in education and everything else was divisive. The two you get consensus on were that class sizes should be reduced and that we really wanted our kids to be computer-literate because we are moving into this modern age. So we threw money into computers. We will not get into some of the questions here about who got what contracts and that kind of stuff. We may come back to that on line-to-line items as we go through, I do not know. It will depend on my mood on the day.

I am really not sure about where this fits into the pedagogy that we are talking about and the philosophy of education that we are operating on. I have not heard major statements from the minister or from the ministry even on that kind of matter. I raised this matter with you before. I certainly have done it in the select committee and I will do it now.

Another example of this would be heritage language. I understand why a government would respond to heritage language in the way that it did, and that following the Conway yellow paper a couple of years ago we would move to just deal with the Scarborough amendment—that is to make sure that all boards understood that it is their responsibility now to provide heritage language to those communities.

But it does strike me that if we do not look at heritage language in a very different way, step back from it and look at it within the framework of what we want for education in Ontario as we move into this next century, we are really missing the boat. If we see this as only an adjunct, as something of second class quite frankly, that is done after school or on weekends and that is something that has very much to do with the interests of that particular ethnic group but is really not of interest to the school as a whole and therefore the society as a whole, we are sending out some dangerous messages.

I know it is dangerous and I know what public opinion is on heritage language these days. I can understand why the government does not want to look at some first principles on it. I look at the philosophy of education as saying, "When we take a child into the education system, we try to build some strengths."

If the child comes in able to run like the wind at age six, that child gets streamed into being on the track team, gets all sorts of extra assistance, ends up going off to province-wide competitions and that sort of thing within no time at all, and gets all sorts of extra help.

1700

But if a child comes into the school system and has another language, what we basically do is try to push that language out of the child's day-to-day work within the school, push it to after school or the weekends, at best. We tell him, in other words, that it equates with extracurricular activities but not with who he is, his sense of wellbeing, his role in society and the importance of his language as a gift, as important as that other child's ability to run.

We devalue that. I think it is a bad statement not to try to build on that strength, especially when we know how useful it can be in the whole question of learning in general, the development of cognitive skills, to have a child who has more than one language, just how much that helps in other areas. It seems to me there is an awful lot of good research on that these days.

The other half of that, of what it says to me, is like the question, which I will come to, of integration of people with a disability into the classroom. What is the message we are trying to send out here about society as a whole in terms of the value of that language and that community?

Are we saying essentially that the role of multiculturalism in our society is to be confined to the celebration of certain national days and costumes and dances and so on? Or is it something more than that; about the real makeup

of Canada and the real makeup of Ontario in terms of our population and the resources that we now have that we did not have before?

When I look at that in terms of the Premier's Council and some of the goals for the future that it has spoken to, I say that for the future of Canada and our province in international trade and diplomacy and other kinds of matters, is it not nuts that we have a society where we have, in a place like Toronto, something like 29 languages that are accepted by the city hall in Toronto—it sends out pamphlets in all those languages to groups—that we have all these groups in our society and we tell the children that their language, that resource they bring to our community, is of no use and we wipe it out in the elementary level and the secondary level.

Yet it could be of such enormous use to us, if we were talking about making a trade deal with China, to have somebody whose language is Chinese to be able to do that negotiating for us; or to be able to have diplomats who are already schooled in that language and do not have to take special courses at the University of Toronto to try to pick up a language they lost years ago because we did not develop that resource; or to think about our peacekeeping forces being able to be even more effective than they are at present, in terms of being placed anywhere in the world.

There are so many aspects of that in terms of the value to society that we do not seem to be looking at conceptually in heritage languages. Instead, we are dealing with the Scarborough amendment. That is as far as people want us to go at the moment. Those are the terms we should deal with it in, and recalling, "Wasn't there a bad revolt against this when they tried to put it into the schoolday in the city of Toronto?"

Maybe, rather than just imposing another thing on an overloaded curriculum, we should be saying to people, taking our first principles of developing strengths in children and teaching from their strengths to interest them in other things, etc., that language resource is something we should be developing. I just throw that out because it continually disappoints me that we deal with that very important issue in such a surface way.

I want to deal with a matter we raised in the House today. One of the things—this is a backdrop to that—is the teacher shortage. I was stunned in committee, and I know we wrote it in the report so most other members of the committee were as well, by the lack of statistical information on a province-wide basis on a whole range of issues.

It does not really matter what you want to talk about. For instance, in early identification of a potential dropout, we came across the notion that, for instance, there were kids who started dropping out a lot in kindergarten. Yet we could not get from the board that mentioned that what its statistics were on kids who dropped out and what programs it had for those kids identified at that stage. We had no sense of being able to trace those children. We certainly had no ability to do that on a socioeconomic level or anything that flows from the kinds of things you are talking about at the tail-end of your presentation today.

I guess I have been absolutely bowled over by the lack of information that is available to you, as well as to all of us, about planning for the number of teachers who are needed in the province in the particular areas that they are required and the lack of co-ordination within the faculties of education to meet those kinds of needs as they are then identified and we prepare ourselves to be able to teach our kids for the next generation. I cannot believe the lack of information you are trying to deal with in terms of planning this.

Let's deal with the early retirement of people as a result of Bill 30. We all know that that window closes this summer and that a lot of people are going to, at this stage, be making up their minds about it. The overall staff figure that I have seen is that there are as many as 8,000 teachers who are eligible for this at this point. I am not sure what it is based on, because I am finding it very difficult to get a hold of that kind of figure even from the federations.

An estimate I saw, from Eileen Lennon I think it was, of OECTA, the Ontario English Catholic Teachers' Association, was that as many as 2,000 may be taking advantage of it. But here we are, at the end of February, planning for a school year to start in September. Hiring has been going on for months, and I will come back in a second to this whole notion of hiring people out of school who are just in the second month of their education as a teacher, which is the new approach that is being taken by boards.

Here we are in February, and Frank Clifford from your ministry is telephoning around to people, trying to figure out just who is going to retire and who is not, and we really do not have any good idea yet of just how many it is going to be. I heard anecdotally the other day, just on the microlevel of this, that as of last August, people in North York thought that maybe 60 teachers were going to be accessing the window, and that their more recent guesstimate is 150 from that board alone.

You made statements in the House on January 12 about our going to need 3,000 new teachers. I have no idea what you base that on. It just does not make any sense to me at all, because we have no idea at this point, out of that potential 8,000 or however many it is, how many are actually going to take that opportunity to retire. They can announce that next month—or they can wait to announce it until the end of May, as I understand it—and we may be left this fall with an extra thousand that you had not known about and that the boards at this stage still do not seem to know about, at least from what I am able to pick up.

Here is something we put in as a plan, in Bill 30, three years ago—let's be generous to ourselves in terms of the timing of that, although the teachers knew it was coming before that—yet we have not worked out a system for being prepared for the numbers that is a better antenna than poor Frank's having to make his calls now to see what he can come up with as a best guesstimate as we go into this spring.

I say that in the context of knowing there is going to be a dramatic shortage in some areas, in some disciplines, subject areas or areas of responsibility this fall, even without that. I raised with you in the House, Minister, the question of where you get this figure of 3,000. I am really interested in knowing what you based that on in terms of your guesstimate for that figure when, as recently as just a few days ago I gather, people at the faculty of education at the University of Toronto were saying that the 20 boards in and around Toronto itself may need 3,000 elementary school teachers and 1,000 secondary school teachers.

That is very different from your projection of a month ago that we would be producing 4,000 graduates and may have really only 3,000 openings. I say to myself that this is terrible planning. It means you do not have the tools to do what you need to do in terms of being able to notify the faculties of what is going to be expected of them for this next little while.

If you look at the reality of that, here we have a limited number of schools that are dealing with this issue in the province, and you have schools like the University of Western Ontario which have actually cut down on their enrolment from last year because they find they do not have the physical space for it. They are down to about half the number of students that they had a decade ago in their faculty of education. Although you have increased it in some other areas, there is a real problem in finding teachers at this stage who will teach those people who need to be taught, let

alone identifying who it is you are going to actually need to teach in 1990.

1710

One of the things that I find incredible about all this is that we do not know—or I do not believe you can tell me; perhaps you can tell me—how many math teachers we are going to need. I do not know that you can tell me how many science teachers we are going to need this fall, let alone next fall, as a good guesstimate. I do not think there is a methodology that has been developed which is particularly useful to us in that area.

We have the faculties of education, on the other hand, to look at the other side of this, sitting there taking in people on a basis for jobs on which—I am not sure what preparation they have for determining who they should be admitting; the best example I can give to you is that we know already that there is a shortage now of math teachers, besides a huge gender problem in terms of teaching and math and a lack of role models.

My understanding, again anecdotally, because this information does not seem to be available province-wide, is that there are 23 students who got enrolled at the University of Toronto school of education on line to become math teachers. Two things come out of this. How did they determine that 23 was the appropriate number of math teachers that they should be looking for out of that school of 1,100, I believe it is, that the University of Toronto school has? Correct me if I am wrong. How did they determine that is the appropriate number they should be assuming; and how does the minister respond to the information I have, which is that not one of those 23 students was a math major?

They were very qualified students in the sense that they had high, high marks and, as we know, a lot of our faculties of education still take people primarily on marks and not on other kinds of qualities, although some of the others have a good weighting system. I am glad to give credit to those that are doing that, but in this case we have not even been able to attract to the faculty of education in Toronto people who concentrated on math at the post-secondary level in their own institutions for their BAs.

It seems to me when we then look at the question of the study that was done of the 12 jurisdictions, and I will come to it in a little while, that that is problematic. If we are not getting the best people in to teach math, with the best pedagogical skills and problem-solving focus that other jurisdictions like British Columbia are using, then we are never going to do well comparatively, it seems to me.

I say to the minister, here we have a situation where this fall there are people who have been hired—I do not know if members understand this, but people enter a one-year course at a faculty of education. They enter that in September. Many of these people were hired in November for jobs that will start next September, which I presume means that they are expecting a 99 per cent success rate in graduation.

Mr. Chairman: Richard, now that you have paused for a minute, would you agree to a five-minute recess at this time?

Mr. R. F. Johnston: Would that be helpful to you?

Mr. Chairman: I think the minister would appreciate that.

Mr. R. F. Johnston: If it is a matter of keeping your undivided attention, please leave the room for a minute.

The committee recessed at 5:14 p.m.

1721

Mr. Chairman: We will resume the meeting.

Mr. R. F. Johnston: When we took our little recess, I was talking about the problems of planning for the teacher shortage and the best way to overcome that problem in the future. I want to use one or two examples of things I have heard from various parts of the province.

One that struck me as very worrisome was that in Peel, according to some of the teachers I spoke to, the Catholic board there is looking to hire approximately 500 people. It started this process months ago and has now held interviews—not just advertised—in western Canada, Quebec, New Brunswick, Nova Scotia and Newfoundland and still feels it may be 150 short by this fall.

They feel there is another problem particular to our region in terms of affordability. With the shortages in other parts of the province, what they run into now are people who come first to the Metropolitan Toronto area and surroundings, discover how expensive it is and then head off to some other part of the province where there are shortages as well but the cost of living is at least not as dramatic. They have sort of a double problem here.

The point I am trying to make is that if we do not redress this problem with some good planning now, besides having kids in portables for their entire school lives, we may have students who do not have appropriate course selection or do not have appropriately trained teachers in particular areas throughout their elementary school lives or even their secondary

school lives, because of our inability to deal with this planning question.

For instance, we have seen over the last number of years an incredible development of immersion courses and interest in French as a second language. The deficit in those well-trained teachers and in the capacity of people who are bilingual to be able to teach French as a second language is enormous, from what I gather, although it is all anecdotal. Again, I do not have the numbers, but I have not found one board we have called across the province that does not identify this as a problem. They are now either not going to offer a program or are going to try to offer it with people who, frankly, do not have the capacity to teach immersion French or French as a second language. If we do not develop some sort of base very quickly for planning around this, then I think we are going to see children shortchanged for a long time to come.

Going back to the select committee just for a second and the question about dropouts which was sort of lying behind what we were dealing with, it seems to me there is so little we know—the minister or the deputy can correct me—about who is who in the dropouts, about the statistical base for identifying who they are, at what point we can identify who they are likely to be, and what kinds of programs work to stop that from taking place on a province-wide base. That information just does not exist and you as a ministry are operating in a vacuum.

I do not understand how you can make social policy with the dearth of statistical information out there. I think that is hugely problematic. It ends up with a government that runs pilot projects. That is essentially, in that area, what you have become. We do not have a socioeconomic breakdown anywhere of the people who drop out, except well after the fact through Statistics Canada, in very inadequate figures. We do not have knowledge, it seems to me, about the number of school boards that have used retention policy as a means of holding back students, which may have then contributed to their dropping out.

We had juxtaposed for us, as a committee, North York, and I think it was Peel public; members can correct me if I am wrong. North York had done a study, and one can accept or not accept the premises for it, which indicated that if you held back a child in the elementary panel he was much more likely to drop out in the secondary panel. They did this by age cohort essentially. The kids who went into high school

at age 15 were much more likely to drop out than kids who went in at age 14 or whatever the ages were that were mentioned.

Peel came before us and indicated that they retain, in their elementary panel, approximately 20 per cent of their students. This when we were expecting everybody to tell us that social promotion was the norm and that not one in five children would ever be held back. From that point on, we generally asked each board that came up what stats they had on it. Virtually no board had that information ready for us. Some have provided it to us following that, but not very many. That was a major concern to me, that this kind of basic information would not be available about what standards are being applied across the province in terms of something like retention and what its impact is.

I guess I am making a plea here for some sort of understanding from you about how it is you make policy decisions. Try to explain to me how you move in making policy changes when you have so little information available to you out there at this stage.

Can I deal with the class size thing just for a minute, because it strikes me as a preposterously handled issue at this point. I think, again, that it was something somebody in the Office of the Premier latched on to prior to an election after studying polls about education. My theory on this, for what it is worth, is that the Liberals were seen to be educational reformers and therefore doing some education issues was going to be a very positive thing.

Then a number of questions were probably asked and from that they looked for things on which there was a consensus and things on which there was a division. As I said, there were probably only two areas where there was a major consensus and one of those would be that class size should be reduced. Everybody saw this as some kind of panacea. That was then proffered in the election as a major government initiative that would be undertaken.

I cannot believe there was any real discussion with people in the ministry—maybe even the deputy, who knows—about that decision, because the promise that was made, far unlike the comments that have been made by the minister recently, was a promise that this would be something we would be doing in that first year of a Liberal government.

1730

You may recall that. On August 6, the Premier (Mr. Peterson) made a number of promises, which I will read to you and remind you about;

and then on August 11 he was asked specifically if this was going to be spread over a period of time or if it would be in the first year, and he said this would be in the first year of a Liberal government. You may know—of course you will remember because I have said it to you so often—that the total figure was \$290-some million that was to be expended on a range of programs, including \$170 million a year from the first year, to reduce the class size to 20 to 1.

If you look at the statement today by the minister, of course, you will see that changed. It became an evolutionary kind of thing, from 28 to 26 to 24 to 22 or whatever the magic numbers are, but not what was in the promise during the election, fashioned out of Hershell Ezrin's head or wherever it came from. It was only subsequent to the election, I presume, that ministry people then said: "Look, there are some problems here, you know. For instance, if you reduce the class size in that way that's going to mean an awful lot more teachers."

It is interesting that all of a sudden, in retrospect, the plan to phase this in, as stated by the minister on January 12, is now a clever means of avoiding a greater teacher shortfall: "Not that the government announcement in 1987 at the time of the election was dumb, mind you. We aren't really saying that when we say this, but this is our clever way of making sure we do not exacerbate the problem of teacher shortages which we've already foisted on you. Doing this precipitously would just make it that much worse, and that's why we're slowing down."

This is not to mention, of course, the fact that you had no plan at all for what you did with growing boards that already had 26 portables on the site. Where were they going to add another three or four? Where would they put these. I guess tiered portables is what we get; sort of stacked portables will be the next concept we move to in teaching.

All of a sudden, now the wisdom has been seen by the ministry, and perhaps even by those who like to fashion quick-fix election results, that in fact reducing the rate from just under 30 to 1 to 20 to 1 would be a very costly thing to do and perhaps even a difficult thing to do in other social contexts.

I could read out to you, if you would like, the full text of all these promises you made. You are now up to, what is it, 26 per cent of costs that were promised for a year in this wonderful announcement of yours?

Hon. Mr. Ward: Read out our implementation plan where we indicated that. We had

amazing foresight relative to the shortage of teachers there.

Mr. R. F. Johnston: This is an implementation plan for your August 6 announcements, reiterated on August 11 as being all done in one year? I would be glad to read that if I could find it, but I do not believe I have it here before me.

We had more computer software, increasing access to computers, again not knowing really why or who should best benefit from this—I still have not seen that developed—more intermediate science; there was a bunch of things. You are moving along and perhaps in the fullness of time, in two to three years, you will actually provide what you promised in the first year and you will only be several hundred million dollars short of what you promised by the time we get to the next election.

I am sure no one will remind you about that on the hustings. I know that this will be forgotten and water under the bridge at that point and that this will not be held against you, but it does strike me as an indication of some of the terrible things that are happening in planning around education because of a dearth of statistics and background information about what is useful or not useful, and political expediency.

For instance, no one can tell me that class size, in some arbitrary sense, makes as much difference in some classes as it does in others. If you are going to learn a language, it strikes me that it is much better to have a very small class size, but there are some kinds of classes in which you can actually have fairly good pedagogical results that do not get ameliorated greatly by reducing class size. Announcing it holus-bolus in that sense did not make an awful lot of sense to me.

The other thing that did not make any sense to me—I do not know if this struck members of the select committee who themselves, in the end, in their consensus decided to go this kind of route—was that rather than looking at the logical divisions in education that have been established for some time now and that still seem to be accepted by the ministry—primary, junior, intermediate and senior—and saying we were going to reduce class size in the primary section, grades 1, 2 and 3, the government for some reason decided it would reduce class size in grades 1 and 2, now developing a new concept of division, I gather, within the elementary panel.

At some point I would love to have the pedagogical reasoning behind why grades 1 and 2 were chosen rather than the division itself, if you are looking at this in terms of reduction of class size, unless it is something that is just

strictly political and has very little to do with improving the quality of education in the education system. I would love you to bring somebody forward who will explain that to me.

Of course, the select committee decided it would get rid of streaming to the end of grade 9 instead of to the end of the intermediate division, but that kind of inconsistency has never bothered me, although I voted against it.

I think the Liberals felt constrained. They said: "Look, it's clear that we are supposed to respect divisions but not respect them; therefore we had better go only to grade 9. If we went to grade 10 that would put the minister in an awkward position when Johnston got to estimates and started asking him about the class size thing. If we can at least keep that consistency of doing only part of a division we won't be under such heavy attack." Perhaps that is what it was.

I ask the minister and the deputy, who I know take these kinds of matters around consistency very seriously, to give us some idea about the rationale behind the class size decisions and implementation, because they sure do not make any sense to me and they sure do not seem to be where you were two years ago going into an election.

I want to talk about French-language education, only because I promised Mariette Roberts that I would, and I know she would be disappointed if I did not go ahead with this.

We are always ready, as a government, to talk about world-class this and world-class that and how we have to put up with the terrible problems that come with being a world-class city, such as nobody being able to afford to live here, but we will go through all that because being world-class is so important.

When we come to education, the minister will send out press releases on almost anything. Dan Rath needs acknowledgement for the copious work he is doing for the minister in putting out this propaganda. He would put out things about just how well people are teaching to curriculum, for instance, really important stuff that showed, as one would expect, that most people are following a curriculum that is before them as they teach, which I thought was a hopeful sign for the system. The percentage that were not sort of worried me a little, but that aside it was put out and given a really good push.

The minister and his people have known for quite some time about an international study done by a fairly prestigious group, a university in the United States. They probably have even had the results of A World of Differences, or at least

the preliminary results of this international assessment of mathematics and science for 13-year-olds. They have had that probably for quite some time.

They decided—I know this will shock the Mr. Beer greatly. He is sitting down and his hand is in his head, or his head is in his hand, whichever it is, and he will be able to handle this. There was no statement in the House about the results of this international survey which compared Ontario, and divided English and French students at age 13, with 12 other jurisdictions and showed how well we did on a number of things: basic comprehension, problem-solving, etc. I would have expected, with that kind of thing, perhaps you would even have had a statement in the House; but that was not possible.

One wonders if perhaps the minister had not got the information; but then of course he had a briefing for certain people from the education community at one o'clock before that and had been able to sort of discuss that with them, but not with the critics, not even to tell us he was having that sort of meeting, or with the House to tell members just how Ontario students had done.

1740

Even after I raised it in the House, the minister really did not feel this was something he wanted to spend a lot of time talking about. If one looks back at that astute question by Peter Adams, the Liberal member for Peterborough, just a few days before this, asking what was being done on science curriculum in Ontario, we got a superb answer, as if it had almost been anticipated by the minister, telling him about the 24-point plan of the ministry around science. One should not do this sort of thing, but one might have thought that perhaps the minister knew the results even before he had that little meeting with the federations and others and that he somehow wanted to downplay the results.

Why else would the press release not go out until four o'clock? Poor Sandro Contenta from the Toronto Star waited there to hear about it. He picked it up from the wire service from New York. He is a good reporter. He will be much missed as he goes off to write an epic on education in Ontario, which should be a short novel.

Hon. Mr. Ward: He had it the day before the tests were written.

Mr. R. F. Johnston: The minister says he would have had it a day before the tests were written. That would only have been the case if it had been the ministry providing it to the Toronto Star, but that is another matter. In this one case

this was not leaked to the Star by the ministry. We all expect to see the announcement precede the statement in the House and we expect to see the headline and Sandro's byline in the Star, as the government's spokesperson at the Toronto Star—no, I do not mean that at all.

But we did not see that at this time. Perhaps it was because it was bad news; I do not know. Perhaps the vice-chairman, with her experience in education, can help me with this, but perhaps that was why it was. If you look at the results, and I will not trivialize this any more with this humour, the results for Franco-Ontarians are dismal; they really are. For this not to have been highlighted and the government not to say this is a challenge is really unthinkable. If I were a francophone parent in Ontario today, I would really be asking, why it is my kids are doing so badly.

I just remind you of the statistics. In mathematics, when you get down to the whole question of ranking around problem-solving, a very important aspect of it, Ontario French were 11th out of 12. Ontario English were midway; they ranked sixth by the looks of it.

Looking at these international studies one may say, "You know, the Koreans all work 27 hours a day, so they were first," and that kind of thing. It is true they were first; but who was second? Quebec French were second on this test. British Columbia was third and Quebec English were fourth. You say to yourself there is something very, very wrong here. Something has gone wrong in terms of how we are instructing mathematics to 13-year-olds, or younger than that, in Ontario.

If you look at science, who came first? British Columbia. Who came last? Ontario French and New Brunswick French were virtually tied.

What the minister then did was announce his 24-point plan, which was already in place and had no specific direction towards the francophone community at all. It was a general plan around science, which we welcomed. There are positive things to be added, but it spoke not at all to the particular of why this community, as we know from the select committee's work, has been badly served by the education system over the years, a community that has a much lower percentage of people who go on to post-secondary education, which has always had a much higher dropout rate than the English-speaking community in Ontario.

Then we look at the statistics and ask, "What is the answer?" It is a comment by the minister about a 24-point plan which does not speak

directly to them at all. I was surprised at that, and if I were a Franco-Ontarian I would be angry about that kind of response.

It seems to me we have to search for the answer to what was wrong. They did okay on basic skills; that was not a problem. Generally speaking, all these groups did well on basic comprehension in these two fields. The area they had problems with was problem-solving; critical thought is where they had problems. It is something which for us as select committee members, sitting here all joined again today on social development, is crucial for what we want out of citizens in the future.

You look at what British Columbia has been doing in terms of its pedagogy, teacher training and assistance to teachers around critical thinking. I ask you to try to find a comparable document that has been going to francophone teachers in Ontario on science or on math. I do not think it exists as yet. It strikes me that the response of the ministry might have been to say, "We really do need to look at the differences."

We do not have to search for huge cultural differences such as there might be between Korea and Canada. We can just ask with reference to another jurisdiction here, "Why have they done better than we have in a province like Quebec, where both language groups did better than ours did?"

I know it is difficult sometimes when we are in this business of newspeak and image in politics. It is not just governments; it is opposition, it is all of us. We all fall into this at times, not wanting to draw attention to problems but rather wanting to deflect to positive things. This struck me as a time to say, "Whoops, here is something that really needs analysis and this is of major concern to us." That language is not to be found in the minister's statement. He talks euphemistically about how the francophones do.

I remember the first page of that communiqué to the press and it basically—I have forgotten what the euphemism is; I will find it but it was not that they came 11th or 12th each time.

I thought that was a mistake on your part. I will want to have some major discussion with your assistant deputy, through you, about what we are now doing, what resources we are putting into turning this around, because you talk about social equality—we are now getting universities saying at the other end, "There is slightly better access for francophones" and that kind of thing. We are now talking about a francophone college, finally, and some other kinds of things. But despite that rhetoric, if you look back at how they are doing in

our system they are not doing that well at this stage.

There is another matter I wondered whether the select committee should be dealing with, but was basically told there was no need, that there was going to be something coming down on this finally, after many years. It is the whole question of special education and the integration question, the fundamental questions that flow from Bill 82 and its implementation. They have been worked on for literally years now. I was under the impression there was legislative action going to be taken this fall. I have been led to believe that by many people, including the minister.

I think this is an issue, again of such fundamental importance philosophically that we need that to take place. If the minister is not going to be moving on it soon, then the select committee should be putting itself into that issue wholeheartedly, because like the heritage language question it begs a number of other questions about how we view society.

If I am to take seriously your final comments in your report to us today, we have to look at what was done under Bill 82 as ground-breaking in terms of recognizing a group in society for the first time in education, and saying that its exceptionality should not be a deterrent to getting an education, but in fact would guarantee an education that is appropriate. That was a major step forward and the resources that have gone in from government have been considerable, etc. That links philosophically with those other points I am trying to make about both heritage languages and dealing with other disadvantaged groups.

There are huge problems in the system at the moment for people who are learning-disabled, have a physical disability or a mental handicap. The minister knows there are parents who are taking the extreme action of converting to a religion other than their own, even if nominally, in order to get their kids into a system which integrates them and does not segregate them. We have philosophies of education which range from the Waterloo separate system's approach of total integration of those individuals to massive isolation and segregation of these kids, all within Bill 82's parameters.

1750

I do not know how many of you have gone—I know the vice-chairman has been present at these kinds of things—to an identification and placement review committee meeting and entered that process and know what it is like to be the parent of a child with a problem. I recently have had one

with a behaviour problem, and that was perhaps the most difficult one of all. They came to me after the IPRC, unfortunately.

The parents went and there was a psychiatrist, two psychologists and several specialists from the special education behaviour modification program in the Metropolitan Toronto separate school system. There was all this power, and then these two parents advocating for their child. Forgetting the merits of the case at this point, if you lose at an IPRC level under the present system, in my view it is virtually impossible to get yourself redress after that. You have to win it then.

The power of the board versus the power of the parent is out of balance in how we are dealing with that whole appeal mechanism at this stage. The philosophical underpinnings of whether we wish to make sure every person has the actual choice of integrating his child or not or whether the government wants to continue to countenance systematic and systemic segregation of children is something that really needs to be dealt with soon.

I hear rumours that your amendments are not going to deal with that. We will come to grips with that when we get to them in the House at some point. But it seems to me, just philosophically again, that looking at where our education system is going at the moment we have to decide whether or not in the real sense parents are going to be given the right to choice for integration in the system or whether we are going to leave the power balance the way it is and leave those kids without much help.

There are a bunch of other issues that I wanted to deal with. Maybe I can just touch on a couple of them at the moment. One of them is an irony, if I can just deal with you on that for a moment. I was delighted to have your initiative on deaf education undertaken. I was pleased as a private member who moved a resolution to see that happen, especially when I contrast that with my nuclear-weapons-free zone motion, well passed and now its application about to be defeated in the Planning Act tomorrow afternoon. I will not-

Mr. Daigeler: When was that?

Mr. R. F. Johnston: That was on November 13, 1986.

Mr. Daigeler: Was it not earlier than that?

Mr. R. F. Johnston: It was defeated in November 1983.

Mr. Daigeler: That is right.

Mr. R. F. Johnston: It was defeated, but then it was passed massively. We have been trying to

get something happening on it since. I have now discovered that they do not want to do that, but that is another matter.

It was great for me, wonderful as a private member, as a backbencher, as a perennial opposition type even within my own caucus, to have something that was actually going to be adopted. That was an interesting process; not one that I would necessarily have done exactly the same way, but an interesting process in terms of how one divided up the participants and that kind of thing.

I want to come back to an irony that was brought to my attention just the other day. When I raised the issue first, one of the things that I thought was stunning was the lack of teachers of the deaf in the province who were deaf. In fact, compared with the 1920s we now have fewer of those teachers than we had back in those days.

One of the things that I raised was the fact that we had a number of Canadians—Ontarians as a matter of fact—who had gone elsewhere and taken over major administrative responsibility at schools for the deaf in the United States and British Columbia. Those people have applied to the Robarts School Regional Centre for the Hearing Handicapped in London for the major job of running the school and had not even been brought for an interview.

The reason they were not brought for an interview was because they did not have their supervisory officer's papers. For that reason, they were discounted automatically. It just struck me, in terms of all our notions of affirmative action and recognition of the realities people with disabilities face, that it was preposterous.

In fact, as I learned, it was very difficult for somebody to get a teaching certificate. They could get a specialized certificate from the Belleville school for the deaf, the Sir James Whitney School, but they could not get a province-wide teaching certificate to teach in the general system at all if they were deaf. It was very hard to do.

It struck me as ironic. I happened to realize the other day that even the Deputy Minister of Education does not have his supervisory officer's papers. He can be the Deputy Minister of Education, the supreme bureaucrat, in charge of all the schools for the deaf in the province, and do a wonderful job of the things he does I am sure, and be considered competent by the government and by me and by other people to take that on; but we do not have an affirmative action program which would allow us to even bring to interview people like a woman from Glencoe who was

teaching in a university in Indiana, or somebody else from Toronto who is off running British Columbia's programs for the deaf. It was only recently that this anomaly was brought to my attention—I will not say how—but it just struck me as a wonderful irony in terms of affirmative action and what we are doing around these things.

Let me just conclude with a couple of thoughts. We will come down to some specific questions about other matters as we go along and about some of the budget items I notice in the report from the ministry in terms of its expenditures.

First, after having dealt with the Ministry of Skills Development let me say it is wonderful to get back to a ministry that knows how to do an estimates book. I appreciate the detail in the estimates book, understanding that the purpose of an estimates book is to disguise the real case from the opposition.

Hon. Mr. Ward: Not at all.

Mr. R. F. Johnston: Understanding that as a given, the other information which is provided in there to let you know what each vote is for is incredibly useful. I appreciate it, as I know my staff does as they go through trying to understand what the line items mean.

Hon. Mr. Ward: That is what we want.

Mr. R. F. Johnston: I hope the minister does not feel that I have been grossly unfair in my comments on this, but as somebody who, for our party, is trying to come to grips with a major review of our own policy and feels that a lot of it is anachronistic, incoherent, or even in some places contradictory—which has never really stopped us in the past or been seen to be an impediment for any party, I might say—I am trying to come back to some first principles and look at some basic questions, as a democratic socialist, of what I would want from an education system.

I certainly do not want to impose those views on a Liberal; the psychological damage would be too great. But I want to say that I am serious about the fact that when I look at some of the major issues of the day, I am not sure the government still is not skirting those issues; that it still does not have the methodological whereabouts to deal with it because of a statistical vacuum in too many areas. That must put you, as somebody who is on the hot seat in terms of the public's expectations for education, in a very difficult position.

That certainly was my perspective looking at things from the select committee's perspective.

We look at Ontario Schools, Intermediate and Senior Divisions, as an example, and say in the end that there are just too many things we do not know about what is being done out there.

We got a wonderful piece of information. I do not know if all members from the committee actually read this stuff. It came from the ministry after the select committee hearings. There is a great thing in it. We were asking questions about OSIS, and I thank the ministry people who might have put this together; I do not know if they are present here today. We wanted to ask the question about just how widespread our transition course is presently within the high school system and we were given some vague answers at that time.

This is the response we got back. Put yourself in the position of a Minister of Education having to deal with this fact. "Most schools deal with level change through guidance counselling and/or remediation. However, 13 boards provide actual transition courses, generally through summer school or night school offerings, and mainly in English and mathematics." That is 13 boards out of 150. How do you measure, the way OSIS has been introduced, whether it is working or not? You have this fact that there are only 13 out of 150 that have actually done it, according to your information.

That just speaks volumes about the difficulties that are out there in the system now around accountability through you, as minister, and your accountability when you develop a policy like reducing class size. I think without that major sort of change in how you collect information and how it is used, ministers are going to be doing the same kind of guessing, using the political expediency that we have seen in the past. I hope that we can see some major changes in that area and that you might tell me how you are going to do it.

Thank you. You can respond now if you want.

Hon. Mr. Ward: I am looking forward to that opportunity.

Mr. Chairman: Richard has given you 23 seconds to respond.

Hon. Mr. Ward: I just want to clarify one point. The OAC English results and the international test were released in exactly the same fashion, with a briefing to which all interested parties in the educational community were invited, as well as a press release. I think you may have made a mistake in terms of suggesting that one was dealt with by a statement in the House and another was dealt with in another way. That is just as a point of clarification.

)
Mr. R. F. Johnston: All I know is that two very interested persons in the education system were not apprised of it. One was the critic for the

) official opposition and the other was the critic for the third party.

) The committee adjourned at 6 p.m.

CONTENTS

Tuesday, February 21, 1989

Estimates, Ministry of Education.....	S-735
Opening statements	
Hon. Mr. Ward.....	S-735
Mr. R. F. Johnston.....	S-739
Adjournment.....	S-753

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)

Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)

Allen, Richard (Hamilton West NDP)

Beer, Charles (York North L)

Carrothers, Douglas A. (Oakville South L)

Cunningham, Dianne E. (London North PC)

Daigeler, Hans (Nepean L)

Jackson, Cameron (Burlington South PC)

Johnston, Richard F. (Scarborough West NDP)

Owen, Bruce (Simcoe Centre L)

Poole, Dianne (Eglinton L)

Clerk: Decker, Todd

Witness:

From the Ministry of Education:

Ward, Hon. Christopher C., Minister of Education (Wentworth North L)





C A S O N
X C 12
- 577

No. S-31

Hansard

Official Report of Debates

Legislative Assembly of Ontario

Standing Committee on Social Development
Estimates, Ministry of Education

First Session, 34th Parliament
Thursday, February 23, 1989



Speaker: Honourable Hugh A. Edighoffer
Clerk of the House: Claude L. DesRosiers

CONTENTS

Contents of the proceedings reported in this issue of Hansard appears at the back, together with a list of the members of the committee and other members and witnesses taking part.

Reference to a cumulative index of previous issues can be obtained by calling the Hansard Reporting Service indexing staff at (416) 965-2159.

Hansard subscription price is \$16.00 per session, from: Sessional Subscription Service, Information Services Branch, Ministry of Government Services, 5th Floor, 880 Bay Street, Toronto, M7A 1N8. Phone (416) 965-2238.

LEGISLATIVE ASSEMBLY OF ONTARIO

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Thursday, February 23, 1989

The committee met at 3:45 p.m. in committee room 1.

**ESTIMATES,
MINISTRY OF EDUCATION
(continued)**

Mr. Chairman: We meet to consider the estimates of the Minister of Education (Mr. Ward) who is present to answer questions.

Yesterday we heard the opening statement of the minister and the opening statement of the opposition critic, the member for Scarborough West (Mr. R. F. Johnston).

Today we will start off with the response of the Conservative critic, the member for Burlington South (Mr. Jackson). By the way, we appreciate your allowing us to carry on in your absence yesterday.

Mr. Jackson: That is one way of bringing attention to it. I was not going to mention it, but now that you have brought it up, I thought I would say that I apologize for not being here for the minister's remarks. I was stuck in the House dealing with Bill 128 on exclusionary bylaws, and I am delighted that the minister's government supported that; and also Bill 147, the government's Independent Health Facilities Act, with which I was not delighted. So I was debating, on behalf of my constituents, in that forum on those subjects.

However, I have had occasion to read and carefully consider the minister's address. He was kind enough to furnish me with a copy of his opening statement, and I have had an opportunity to give it some consideration.

When I studied the document—quite frankly, I will confine my few minutes of comments with respect to what it was that the minister had to say when he came before our committee on Tuesday. The reason I do that is that I believe that opening statements are a very important part of the estimates process. I believe, now that the minister has been in this most significant position for over a year, that we should get an opportunity, through his statement, to get a better sense of the minister's understanding of his ministry, its relationship to other ministries in this government and also its priority in the province.

I sense from the minister's statement that he is trying to address three basic themes. His first

theme, as I see it, is to improve the quality of education. Secondly, he talks about introducing our children to some of society's key values and issues, and the challenges that our schools face in order to meet that. He talks in his third theme of transition from school to work.

I look at the first theme, quality: the minister makes reference to several assumptions and several activities which he calls initiatives. For example, he says that quality is reducing class sizes in grades 1 and 2. He suggests that, in terms of activities that should be sponsored by his ministry, the regional offices should be offering workshops, and that there should be dollars added for learning materials and textbooks.

He talks about computers when he talks about quality; about dollars spent on hardware and software; about the Formative Years and its long-awaited revisions. He talks in terms of discussion papers; about Ontario Schools, Intermediate and Senior Divisions, about how anxious he is to wait and review the first report of that committee and also to review our report.

To his credit, he makes reference to the decline in student achievement in science and math. But he also talks about the activities that he might consider for dealing with that when he talks about moneys for learning materials, new policies for science guidelines and new curriculum guidelines for from grade 7 and the Ontario academic courses to deal with science and math.

He talks about standards; about computer literacy and how we can teach our children in our schools; about software portability, variety of hardware—we have seen all these announcements—and special education technology.

1550

We have heard all of these announcements by the ministry, and both my critic colleague and myself have responded to them. However, I will have some questions about what really is meant by "quality" in a moment.

The second theme that intrigues me, as I read the minister's opening statement, has to do with values. Somehow values and issues form a major role in Ontario school systems today and into the future. He talks about AIDS education; drug education; heritage languages; religious education—a matter very much of concern to

me—the whole treatment of opening exercises; francophone school boards and our support for French-language culture in Ontario.

You also talked about initiatives with respect to Transitions, something about which we have not heard much from the Minister of Skills Development (Mr. Curling), but I am pleased that at least one ministry in this government is now effectively raising the issue. We have talked about assisting in career choices; job-search skills; the pilot projects to reduce dropouts; the student work assistance program and its relationship to your ministry—all of these items—but I get a sense that you really have not put together in your own mind what constitutes the quality of education in Ontario, what it is that will produce quality education in our province.

You use a lot of buzzwords. In your recent announcement with respect to standards and standardized testing—and I know that you referenced that when you talked about quality—you talked about setting standards, comparing one school board to another jurisdiction, comparing this province to other provinces and equality of outcomes as well. I will ask you at some point if you can define the difference between "quality education" and "quality of outcome" and whether or not the Ministry of Education is going to be dealing with some sort of quota system.

Let me ask you some basic questions about whether you can define for this committee what you understand is quality education, whether you feel it can be measured and how it will be measured, because what I am getting from listening to your opening statement before this committee is that you make an awful lot of assumptions.

You would have us believe that quality education occurs if one lowers class size; if one gives more hardware and software to a classroom; if one makes yet more changes to the Formative Years; if one reviews Ontario Schools, Intermediate and Senior Divisions one more time; if we develop new curriculum guidelines; if we set a national testing program in co-operation with other provinces. Then what? Does that mean that quality will be assured in Ontario?

I want to get a sense from you—now that you have been on the job over a year—whether you have any type of plan; what the synthesis for all of this is; if there is any sense of vision that is bringing an understanding from your office, in your relationship with the bureaucrats within your ministry who give you advice and who are responsible for implementing that vision; and

whether you are translating that at the cabinet table in terms of its integration with other cabinet portfolios and with the long-term direction of any government, but especially yours.

I am not seeing anywhere a discussion of what quality education really is about. I want to use as an example to illustrate the point, when I raise the word "synthesis" in a plan, an understanding of what brings this all together. There is an assumption out there, and the Premier's Council and others suggest it, that Canada needs to compete in the world of science and technology. That is the bold statement, and I think everyone will agree with that.

The Ontario Institute for Studies in Education has tackled that question and worked with that assumption, and under the direction of a world-famous scholar, Dr. Carl Bereiter, with assistance from Dr. Marlene Scardamalia—I got that one—they have developed what is called the CSILE program. It is the computer-supported, intentional learning environments project; I am sure the minister is familiar with it.

This group has signed a contract with Apple Computers, IBM and the university research incentive fund. They have done all this in order to help develop, in co-operation with those groups, OISE's commitment to the CSILE program. What is it? It is a radically new style of using computers in education.

Instead of using computers to act as a teacher, which is what the public assumes we are spending money on computers for, CSILE is used to provide supported, what are called hypermedia, programs. What they do is have students work together to discover knowledge. Therefore, instead of artificial intelligence being used on a student, it serves as a basis for tools to be used by a student. That sounds all very wonderful, but that is a fundamental understanding of how children learn, and it is integrated through all of those quality buzzwords which the minister used in his opening statement.

What is the result of this pilot project which we are hoping will get more support? It has links between the classroom teacher and advanced technology in the private sector, it has links to actual classroom practice and it also has application for cognitive and computer-based science learning. It is a natural medium for the two-way knowledge and relationship that we always try to strive for and promote when we are teaching.

The reason I want to comment about quality is that we hope the government understands that we are more likely to get an improvement in the quality of our educational system when the

research that is out there and the practical application in the classroom are working hand in hand and successful models such the one I have just suggested are promoted. My point is that it seems we do not get a sense from the minister and the ministry that they are addressing the how of these educational programs; but they do address, for example, how much money it is going to cost, the material, the hardware, policy, curriculum-reviews upon reviews. I guess I am trying to get a clearer sense from you of where you understand you are linking research with practical application in a classroom in Ontario.

I hear the buzzwords "back to basics" again in your speech and I ask, for what reason? Are you trying to appease the textbook lobby with your comments about books? We read in the newspaper that you are playing to the mythology of standardized tests, but when you are really pressed for an answer we get a little different sense of exactly what you are talking about, that it will not be used to fail a student.

Are you trying to appease the computer industry by making changes? Are you overreacting to the recent Ontario scores on science and math? Are you simply tinkering with The Formative Years and OSIS? Are you developing workshops that are meaningful in order to support the smaller class sizes and those initiatives?

1600

I believe the quality improvements are not quite that simple. I believe it takes a lot more from the ministry in terms of support and understanding to make them work.

I get a sense that you are dropping a bit here because a poll tells you one thing, and a little bit here and a little bit there. When we get into estimates, and we will take computers for example, where you made a political statement and a dollar commitment they were add-on dollars. Then in the second year they were not add-on dollars; they were blended in and formed part of the total budget. You kept adding on and quoting as though it was an add-on, but it is not. It is part of the regular fund. In other words, school boards have to pay a certain expense in order to assume the gift of your additional computers when you play with the statistics in such a fashion. We will look at those in detail, and we will ask you to show us what creative round of accounting has befallen your ministry, as have all the other ministries that this committee has had the privilege of working on.

I would like to talk briefly about values, if I could, because I would like to get a sense from

you, if you are going to speak in general terms about values, if you have really considered how much time is going to be taken away from the classroom in order to address these politically defined and perhaps socially necessary objectives. These are new programs. They are being put in on a mandatory basis. Some are being integrated with the curriculum. I would like to know who has been conducting the studies. Who has been giving you the advice on what impact they are going to have on our school system; and to what extent they are being implemented, at what rate?

I know I have received some very disturbing news about the support materials for acquired immune deficiency syndrome education in our schools and that TVOntario has basically been given the entire contract by your ministry. To the extent that it is true, I think we should be discussing it briefly during these estimates to determine on what basis that decision was made and to what extent your ministry is aware of what is now happening over in that department of government, since you have kept the responsibility.

Will these initiatives mean less time for some subject areas, and will that constitute a decline in the quality of education? Will they crowd out other subject areas? Will funds that originally should have been given to your commitment of quality for the basics of the math and science, now be going to these other initiatives, so these core programs will be crowded out financially as well? Are you satisfied that all teachers are adequately trained in order that they can provide the program effectively? Is that a commitment to quality, if we do not do proper teacher in-service? Are they honestly implemented if there are not sufficient guidelines and support materials in order to implement them properly? If we are not doing it right, why are we then doing it and why are you so anxious to be responsible for doing it?

I want to talk briefly about transition from school to work. Both my critic colleague and myself have worked in the Ministry of Skills Development area in opposition. We are most comfortable with the concept that it fits within the bundle of educational services provided in this province. For a time it was not accepted that skills development should have that role. We are pleased it has moved in that direction.

You say you want to focus on attitudes and skills; that seems to be your theme. I would like you to be a little more specific about what attitudes you are talking about, whose attitudes

you are about to change and what skills you as Minister of Education believe we are going to need, not just today but five years and 10 years from now. How are these being incorporated across the curriculum?

In order to do that you have to understand what the future job market is going to be like. We would like to know on what basis your involvement in terms of that analysis enables you to be able to have that window five or 10 years from now. I know you are going to talk about the Premier's Council, but I very much would like to know how significant your input is on that and what kind of commitment we are going to see from your government with respect to the needs in our schools in order to address those long-term job needs.

To what extent are we actively linking with the workplace in order to address the long-term question on a regional basis? I know how you have a blue-ribbon panel of a dozen top business leaders, but I would like to know how that is done on a regional basis to look at long-term regional needs. Perhaps the Minister of Industry, Trade and Technology (Mr. Kwinter) should really be here to answer that question. But if you are not raising it, I do not know how your schools, on a regional basis, can be a part of addressing that need.

We know that the apprenticeship program is in great difficulty in this province for a variety of reasons we do not need to examine. Three years ago, in estimates, we were advised that 1987 was going to be the year of the apprentice in Ontario. We never saw that materialize and we would like to know why. We would also like to know to what extent your ministry is involved with the apprenticeship review, because I know that at its inception it was not asked to be involved in that process.

I could spend some time on standardized testing, but I understand that the member for Scarborough West had his way with you for some period of time on that subject the other day, did he not?

Hon. Mr. Ward: I do not recall that he had his way with me.

Mr. Jackson: You know what I am saying. What I am asking is, other than having raised it in the House on several occasions, on Tuesday it was addressed on several points.

Hon. Mr. Ward: He had two questions. Would you like me to elaborate on that?

Mr. Jackson: I guess my concern is that we are getting conflicting reports from the Provincial Advisory Committee on Evaluation, Policies

and Practices in terms of what it is advising you to do, what the elements are of the instrument pool that was developed and started in 1979 and on what basis you are looking to that process for guidance and support. I raised with you in the House the issue of who is going to pay for it. You know my concern in that regard in terms of all the remediation and booster programs and support services that will be required once we identify students at risk.

1610

You would have us believe that a standardized test will not present a problem for students of Ontario because its sole purpose is not to fail them but to better measure them in order that they may be remediated in the full sense of the word. You know that we are talking about millions and millions of dollars to do that properly in this province. If you are going to apply the same test with the same questions on a native Indian reserve in northern Ontario as you are going to apply to a grade 3, 6 or 8 class inner-city Toronto or as you will in your own community of Wentworth county, you know you are going to get tremendously different outcomes, requiring a considerable amount of money in areas of the province that have insufficient access to teachers—in the case of northern Indians insufficient access to Indian teachers.

That is just the beginning of a whole host of problems associated with identifying these students and then providing the necessary revenues in order to remediate them. That is why I raised the question earlier about whether this would lead to quota systems. We can perhaps debate that at some point in the future.

I really believe that instead of your making announcements in the paper, or at best giving permission to the Toronto Star to use the words "standardized test" to describe what you consider the kind of testing you will do two years from now—I think it was inappropriate, given that the federations were not consulted, the select committee on education was not consulted, and I dare say probably your own ministry was not consulted.

I certainly would appreciate a fuller answer, because I did not get one at all to the issue of who will pay for that. The minister will know that when we get into the estimates we have a basic disagreement on the level of funding which he is flowing to school boards to honour the grades 1 and 2 differentiated pupil-teacher ratio commitment. In my opinion, and the opinion of many people in education, he is not funding on the

same basis that he promised during the election. We will talk about that in more detail.

I believe there is every indication that two and a half years from now, when you get your testing instrument in place and when it is ready to be applied on every child in every grade 3, 6 and 8 class in this province, that will occur about the time of a provincial election and it will not be until after that election that we will know who is going to have to pay for it. I think the timing is too clever by half, to be honest with you.

Having said that, the most important issue is whether you, as minister, have a sense of whether it is going to be a commitment from your government or not. If you can talk in four-, five- and 10-year time frames in terms of your possible understanding of our technological needs and the relationship to our schools, surely to God you can come up with some sort of understanding or commitment of how you are going to implement the programs required as a result of standardized testing of all the students in this province.

I have a lot of other issues I want to raise. I tried to be brief just on the minister's comments. I wanted to give him a sense of what my concerns were about his opening statement. When we do line items we will get into the specific areas of concern in education. I hope the minister's response will be equally as brief so that we can get into some dollar-and-cent items.

Mr. Chairman: I appreciate your attempt to be succinct in your response to the minister. At this time in the agenda of estimates, we usually turn to the minister for his response to critics by way of dealing with concerns or issues they have raised or answering any questions they have raised. If the minister is ready to proceed with that, I will give him the floor.

Hon. Mr. Ward: I do appreciate the fact that the member for Burlington South was relatively succinct in his remarks, certainly in comparison to the member for Scarborough West. At this time, I do want to take the opportunity to provide responses to both critics. I am not sure whether I should give them in the order in which they were received or go with Mr. Jackson's concerns first. Seeing as his were the most recent and the most succinct, I think I will proceed on that basis.

I do have to say I was a little surprised by the comments of the critic for the third party. I must say I fully expected, knowing full well that this has really been my first opportunity to be involved in the estimates process, issues and questions to be raised and some suggestions as to alternative directions that may be put forward, some notions and perhaps some criticism in the

best form of the word, that being on a constructive basis that may in fact point to other directions.

The member is quite right that in my most succinct, by comparison, opening remarks, I did touch on a number of issues. As this is indeed the estimates process, I did identify some areas of initiative that have been undertaken in the past year on the basis of the estimates that are submitted before this committee today and I did make some reference to future directions that I believe it appropriate that my ministry, this government and the educational system in this province would be well advised to pursue.

The member is absolutely right in identifying my fundamental concern, which is the fact that we must constantly do everything we can to ensure that we are promoting the development of a quality system of education in this province. We do have in this province, in fact, an excellent system of elementary and secondary education, but that is only because we have been constantly challenging each other. We have been constantly striving to build upon our successes, learn from our failures and work towards doing everything we can to serve the needs of each and every one of our children.

The member seems to be of the impression that I think we can define the quality of the educational system in this province by establishing a pupil-teacher ratio, by establishing a level of funding for capital requirements, by putting in place mechanisms of student assessment, by utilizing educational technology in this way or that way. I want to disabuse him quickly of that notion.

In my view, a quality system of education is one that provides for each and every one of our children the skills and values that I believe they need to serve them well, and it does so in an equitable manner, a manner which serves the needs of each and every child, not just the brightest. I think that is the fundamental challenge that we face today, the fundamental challenge that I am sure we faced in the past and the fundamental challenge that we face in the future.

These have been referred to as buzzwords. I want you to know I do not regard the notions of learning skills, values and equality as simply buzzwords. I think our kids do need the kinds of values to make appropriate decisions as to right and wrong, as to choices that they will have to make regarding lifestyles. I think they do need the fundamental, generic kinds of skills that will serve them as they have to go through a number

of transitions once they finish their formal education and enter the workplace or go on to post-secondary institutions. In my view, the most fundamental skills are clearly the skills of literacy and numeracy.

1620

I do not view the secondary schools in this province as merely the training shops for the business community that is out there. I do not think that job training is solely the responsibility of the secondary schools; in fact I think the whole approach on technology and technological studies in this province is very much out of date. It focuses on very specific kinds of skills instead of principles and concepts of technology and how they can be applied in a useful fashion.

Why is that so important today? If you look at trends over the course of the past decade or so, many people who have done analyses on this can conclude that at the current rate of change, 85 per cent of the technology that will be in use in the workplace by the year 2000 is not yet in existence. If you look at the current rate of change that is taking place out there, clearly the graduates of our schools will have to be adaptable, will have to have the learning skills that are necessary to make a number of changes during the course of their productive years in our society.

What do we talk about in terms of values? To me, perhaps one of the most fundamental values I would like to see our schools inculcate is that of tolerance and understanding.

You spoke briefly to the fundamental disagreement you had with this government in terms of its approach to opening exercises. Should opening exercises have been an educational opportunity, an opportunity for our children to understand that perhaps there is a variety of faiths out there, that spiritualism does have a role in our society but no one doctrine has a monopoly on concepts of right and wrong?

Frankly, I am quite proud of the changes we made. As difficult as it may have been, as controversial as it may have been viewed by some people, I believe it is in fact a great step forward in utilizing an educational opportunity in our schools to promote tolerance and understanding.

Mr. Jackson: Mr. Chairman, on a point of clarification: Was the minister suggesting that 60 seconds of silence is an educational experience?

Hon. Mr. Ward: I have no difficulty with the fact that some boards may want to offer each individual, each student, an opportunity for quiet

reflection to deal with his or her own spirituality. If you disagree with that, that is fine as well.

Mr. Jackson: I just wondered if you were proud of that, that is all.

Hon. Mr. Ward: Absolutely. I think the approach that we have taken is much better than—

Mr. R. F. Johnston: It was certainly better than I had expected.

Mr. Jackson: You wanted no religion.

Mr. R. F. Johnston: He went a lot further than I thought he would.

Mr. Jackson: The atheist on the committee agrees with you, in part anyway. That should be on the record.

Hon. Mr. Ward: Yes, right.

Mr. R. F. Johnston: As do civil libertarians.

Hon. Mr. Ward: Yes. Mr. Jackson has yet to learn that silence is golden, but we will deal with that at another time.

Mr. R. F. Johnston: We are politicians.

Mr. Jackson: It does not come well to any of us in this—

Hon. Mr. Ward: I want to go on a little further about the kinds of approaches we are taking as we strive to build upon what we have and improve upon what we have.

The member made reference to the fact that we are undertaking, for the first time in—is it 23 years since *The Formative Years* was introduced in the elementary schools? It is something in that neighbourhood; nearly a quarter of a century. The member drew attention to the fact that he thinks this is rather a flippant approach, that we would dare to take a look at the role and the objectives of our elementary schools in this province; that what was good enough a quarter of a century ago certainly must be good enough today.

Frankly, I think a lot has changed in 25 years. I think expectations have changed, I think the needs of our society, indeed, have changed; and our society itself has, of course, changed.

Yes, it is true that during the past year and a half we have embarked on a rather extensive program of looking at the whole elementary curriculum, making some judgements as to its effectiveness, the extent to which it meets the needs, as we perceive them, in terms of fulfilling our obligation to the public that we represent. I make no apology for the fact that we are undertaking that review and that we will be involved in a rather prolonged and extensive round of input as we pursue that further.

The member makes some reference to, "Isn't it terrible that we are actually looking at changing OSIS?"

Mr. Jackson: On a point of privilege: The minister is now misleading the Hansard record. If you want to read it, I asked you to put it in the context of quality education and I asked you to put it in the context of consultation.

Hon. Mr. Ward: I would be happy to do that.

Mr. Jackson: And to report to the select committee on education. So do not be cute and flippant with it.

Hon. Mr. Ward: I am not being cute and flippant.

Mr. Jackson: You are; you know you are. If you want to do it upstairs in the House, fine, but you said this was your maiden voyage with estimates. At least provide a little bit of respect to this forum. I asked you to put in context why you were doing it. That is all I asked you on OSIS.

Mr. Chairman: I am not clear on what the point of privilege is.

Mr. Jackson: He has misstated Hansard. I clearly stated what my point of privilege was and I have asked him to correct the record, which I stated in the first sentence.

Hon. Mr. Ward: If I can continue: The member in some way alluded to our initiative to undertake a review of OSIS. I do not have the direct quotation, but Hansard will in fact clearly set us all straight in terms of what his concerns were. I think he put it as, "Once again a review of OSIS."

I do not recall when the previous review of OSIS was undertaken. It was my understanding that it was introduced in 1984 in a fashion which may, in my view, certainly be an appropriate approach to secondary education in this province. I think the fact that it was imposed on our educational system without any implementation plan, without any reasonable backup or support material, and frankly that five years after its introduction some 90 curriculum guidelines as a result of its implementation were just released this fall, point to a rather haphazard approach back at that time when it was brought into the system. Clearly, that has been a very particular challenge for the ministry, for the teaching professionals that are out there, and I think the Ministry of Education and the system as a whole have done an admirable job in meeting that challenge.

After five years of implementation, I think it is appropriate to take a look at its impacts; to look at refinements; to look at new directions; to bring in

input and gain some insight from the experience to date, and try to build on and improve.

During the course of the select committee presentation, the member for Scarborough West at the outset made some rather strong statements, certainly in the press and occasionally in the House on the whole notion of streaming, on the extent to which streaming was having a negative impact on children, particularly children from disadvantaged groups, socioeconomic groups.

I ask myself: Is streaming a symptom of a bigger problem? Do we set about changing the symptom, or do we go back to addressing the root cause? Certainly one point—

Mr. Jackson: It is neither. As you know, it is neither a symptom nor is it the root cause. It is a structure which helps enhance some of the structural problems.

Hon. Mr. Ward: I gave credit to the select committee in terms of its notion of looking at a concept—which is the select committee's concept, by the way—of equality of outcome. You have asked me to define what the select committee meant by that. It is your signature that is on the report. Certainly I have a notion as to what that may mean, and I would be very interested to hear yours. As a matter of fact I would be very interested to hear your views not only on this—

1630

Mr. Jackson: I am painfully aware that you are going to have to siphon through that compromise document.

Hon. Mr. Ward: —and your suggestions on this, but a great number of other issues indeed.

I guess the next point that was raised in the course of your rather extensive concerns was the 20-to-1 initiative, which you seem to view as just some catchy initiative that really did not have any basis in terms of improving upon the quality of education.

Mr. Jackson: I asked you a question. You really should listen. The point was: Do you define that as your quality commitment, in and of itself? And if you do, is the adequate funding of it as equally important for quality education?

Hon. Mr. Ward: Well, I will be—

Mr. Jackson: No, you have asked me the question and I am going to respond.

The point is: Is quality, then, with that initiative, which I commended—I tried it in my board. Before your assistant deputy minister, Mr. Beever, came to Halton, I tried a scheme to do a differentiated pupil-teacher ratio in the primary division back in 1977 and I hit a brick

wall with it. So your government is to be commended that you pulled it off. You imposed it on the province and I support it.

Hon. Mr. Ward: I am very gratified.

Mr. Jackson: But does quality mean that you only fund it at a lessened formula? Does quality occur if you do not provide the in-service? Does quality occur if there are not sufficient pupil spaces in order to do it? That was my question.

Hon. Mr. Ward: I think he has gone well past his three or four supplementaries and I think I indicated to the member what I view quality to be. A quality system of education is one that serves the needs of each child within the system, a system that provides—

Mr. Jackson: How do you assess a quality program of your government?

Mr. Chairman: Order.

Hon. Mr. Ward: –the kind of opportunity for much greater pupil-teacher interaction. A quality system is one that means that those students who need additional help can get it. In my view, by lowering pupil-teacher ratios you can in fact achieve an improvement in the quality of instruction, in the quality of educational outcomes; I can tell the member that in a year and a half I have yet to meet a teacher out there who does not very much recognize and applaud that initiative. I have yet to go into a school or have a discussion with the elementary school teachers of this province and find, in any way, any notion that this initiative is not indeed welcome, or does not bring about the desired results.

You raised the issue as to whether it was adequately funded. I know what the practices were, for the past several decades I guess in terms of the funding of new initiatives in education, prior to the time that the government of this province finally and fortunately was changed.

The member says that initiative was not adequately funded. Let me just run through for the member the process that we arrived at in determining the appropriate mechanism of flowing to boards of education the dollars for this initiative. The member knows full well that during the course of the 1987 election campaign, the leader of my party (Mr. Peterson), now the leader of the government, put forward a commitment to undertake a number of initiatives in the elementary panel.

Among those initiatives was a commitment to lower class sizes in the primary grades. Upon assuming my responsibilities as minister, I can say that within 30 days of becoming Minister of Education, I entered into discussions with the

teaching professionals, with the trustees in this province, to talk about the most effective ways in which we could deliver on this commitment.

What kind of input did I receive? From the teachers, a very strong sense of an absolute need to target these funds to ensure that, as they flowed to boards, they would be spent on salaries for new teachers to lower the pupil-teacher ratio; and that they not be rolled into the general legislative grant to be spent on this initiative and that initiative and whatever, without achieving the results the government had committed to.

What did I hear from the trustees of the province? The concern on their part was that many boards in the province had, partially at their own expense, undertaken a lowering of primary class sizes. Some boards, in fact, were well under the provincial average for pupil-teacher ratios. In fact, in August, when the announcement was made, it was anticipated that the PTR in grade 1 and grade 2 would be approximately 30.

We undertook a survey of each and every board in this province and found out that the provincial average was 28.2. We established a level that we wished each board to achieve through a three-year implementation process. We funded every board that was below the highest provincial PTR, down to the level of the first year of expectation.

If a board had, in fact, at the outset, a lower PTR than the provincial average or the provincial high: number one, it received additional funds, clearly identified in its allocations, to recognize its initiative; and number two, with a provision and a condition that those funds could only be spent on other initiatives in the primary division in the elementary panel.

I do not know of any program that has been more precisely targeted, I do not know of any program that has been more clearly defined and I do not know of any program that has been more appropriately funded. I will admit that it was the first time, probably since the general legislative grants were brought in, I guess about 1958, that such a defined process was arrived at and implemented.

Among the other concerns that you raised relative to quality was whether or not the way in which we have been funding education in this province promotes in any way an improvement in the quality of education. I would say to my friend that indeed I do believe that our initiatives do promote quality of education by targeting and directing funds to areas of identified need.

One of the things that I certainly received input on, as I visited over 100 schools in this province, talking to classroom teachers, talking to trustees, talking to principals, was a concern over learning materials; a concern over the need to update and upgrade textbooks, to provide appropriate other learning materials; a concern over the educational supplies and technologies that were being made available, and the extent to which previous programs were effective—which brings me, I guess, to my final point on our new initiatives, that being the issue of computers.

If the member has taken the opportunity to visit classrooms in this province over the course of the past few years, he will be well aware of what the program was prior to the changes that I announced some eight or nine months ago.

Perhaps he, better than I, may be aware what the objective was when the grant-eligible micro-computer systems program was introduced, back in 1983 and 1984 when other people had the responsibility for making those decisions, because for the life of me I cannot see, in the context of the kind of program that was put forward, any commitment to providing technology for the purpose of serving the needs of students in the classroom. It looks to me far more to be an economic development kind of initiative that was some four or five years too late, no doubt brought about with the best of intentions but a complete misunderstanding that the leading edge had gone by the board about six years previously.

We set about to change that. We set about to make eligible for ministry support the kind of hardware, the kind of programming that was useful—

Mr. R. F. Johnston: Is that not economic development, rather than pedagogy?

Hon. Mr. Ward: What is that?

Mr. R. F. Johnston: Your major initiative, as I see it, has been to expand the number of people who can get contracts to work for the government.

1640

Hon. Mr. Ward: No, hardly. The member, if he has taken the opportunity to visit, let us say the North York board and its rather marvellous literacy remedial programs using technology that previously would not have been grant-eligible, if he has looked at the sort of things that the Hamilton board is doing with some of its technology, when you look at how technology can be used to help students as opposed to trying to develop a made-in-Ontario industry, in my view that is what education initiatives should be

all about: how those initiatives serve the needs of children, not how they serve the needs of the Ministry of Industry, Trade and Technology. You should review some of the background to your party's initial foray into the whole area of microtechnology in Ontario schools.

I have tried to respond, as succinctly as I can, to some of the issues that were raised by the member for Burlington South. I am sure that he will have questions and that I will be given ample opportunity to elaborate further on some of those issues. I would like to turn now to the comments made the other day by the member for Scarborough West and try to provide him with a response to some of the issues he has raised.

In my recollection of his remarks, he began with some concerns over the financing of elementary and secondary education. He made some reference to some of the work that had gone on and some of the studies that had been done in the past and made some suggestions that in fact nothing has changed. Indeed, a lot has changed.

Certainly the amount of funding that flows to school boards has been significantly increased through the last three provincial budgets. The member knows full well that is the case. I do not expect that he will ever acknowledge that, because he will always take the position that no matter how much we spend it is not enough. I do understand that.

He will also be familiar with the studies that he referred to, some of the problems they identified and some of the suggestions they had made. In terms of the levels of funding, I believe the commission to which he referred travelled extensively throughout the province and received input from interested parties, from boards of education. What did they say about the level of funding in this province? They said two things.

First of all, they acknowledged that there should appropriately be a local share of educational expenditures, because after all boards were obliged to respond to the needs of individual communities, no doubt to the wants, to the pressures put forward by the ratepayers they happened to represent. I do not believe the commission found any fault in that notion whatsoever. On the contrary, they very much supported that notion.

They also identified that there should be a basic kind of program sustained by Ontario. They suggested that an increased level of support for approved programs should be forthcoming. They strongly urged that the provincial level of support not be tied to a mathematical happenstance, as they termed it. They suggested very

strongly that the provincial rate of support be clearly enunciated in terms of approved costs. What has happened through the last three budgets? The provincial rate of support on approved costs—

Mr. R. F. Johnston: You are changing the language.

Hon. Mr. Ward: My friend is saying I am changing the language. I can tell him it says "approved costs" in its recommendation. In fact, we have raised the level of support on approved costs over the last three years and we continue to do so.

What else did the report say? It said that although accommodation is a local board responsibility, the government of Ontario should raise the level of support through the capital program. We raised that level of support from a figure that I think was flat-lined under the previous government for about three years at somewhere between \$60 million and \$70 million. We raised that amount of support for capital undertakings by some 400 per cent, to something in the area of \$300 million annually. This year, for the first time, we requested boards to submit longer range—

Mr. R. F. Johnston: And that is the extent of the funding reform? Is that what you are basically saying? You said, even when you made your first statement in the past, that—

Hon. Mr. Ward: What else is in this document?

Mr. R. F. Johnston: You can try to talk through us, if you want, minister.

Hon. Mr. Ward: You are trying to talk through me.

Mr. R. F. Johnston: No, I am basically trying to get your attention.

Hon. Mr. Ward: You have not read the report; not in a long time.

Mr. R. F. Johnston: Excuse me. Do not tell me what I have read or have not read. The process here, as you know, is one where we can have some interchange and that is what I am trying to get.

Hon. Mr. Ward: And we have. I am trying to answer questions. It is your rebuttal—

Mr. R. F. Johnston: You have said in the past that even though you have had your capital increases and you have had your increased funds going in—no one has denied the dollar amounts you have put in; that is not the issue—you were going to make major announcements in response

to Macdonald, not just the things you happen to pick out at this point.

All of a sudden, it strikes me by the way you are approaching this at the moment that you are saying there is no need to reform the funding of the education system, that the answers are all in what you have done at this point. I want to know if I am hearing you correctly and that we are not going to hear a major funding response.

Hon. Mr. Ward: As I continue responding to the issues raised by my friend the member for Scarborough West, I will indicate to him that what I am saying is that the Macdonald commission and many of the other studies relative to the funding of elementary education in this province laid out a number of improvements that they felt were necessary to effect an appropriate educational reform.

It is true there is one recommendation that has not been dealt with that perhaps has attracted the most attention, but I think you make a mistake in ignoring, and that it is entirely inappropriate to ignore, the series of changes that were suggested in that report to bring about equity in funding. The whole issue of equalization factors, perhaps the single most important change recommended by that commission, at least in dollar terms, to redistribute the funds to make up for the horrible—

Mr. R. F. Johnston: The select committee that is going to look at this matter was told you were going to make a major statement on funding.

Hon. Mr. Ward: On the wide variety of assessment factors that are out there, we introduced upgraded assessment factors. The Macdonald commission, I think in recommendations 14 and 15, said that not only should you introduce new equalization factors; you should put in an appropriate phase-in mechanism to offset any significant impacts of drastic shifts. Indeed, we did that as well.

Beyond that, we improved cash flow to boards. I do not know how many times—I think on at least three occasions—I sat in the House as the head of a municipal council anxiously awaiting a Treasurer's transfer payment announcements. The only trouble with that is the reason you had to sit here in the House in the middle of February when your budget was due on March 1 was to get at least a hint as to the level of transfers that would be made available to municipalities, school boards and hospitals in this province.

Since this government took office, every November those transfer agencies get an indica-

tion of the approximate increase in the rates of support to their budgets that will be forthcoming from the Treasury. I think that is a great improvement, certainly for the budgetary planning process. It is a far cry from what we had to deal with in the past. On the cash flow, we have increased our flow to the boards to offset their short-term borrowing costs.

I only make the point to my friend from Scarborough that we have undertaken a lot of changes, substantive changes that have a very significant and positive impact not only in terms of the equity of funding in this province, but indeed in terms of the cash positions of boards. I think those initiatives have been acknowledged and have been well received. I will be the first to concede that there is no doubt more can be done and should be done and will be done.

Mr. R. F. Johnston: Why was the select committee told it should not deal with these matters because you were going to come up with a major statement that was going to be a response—

Hon. Mr. Ward: I do not think I ever had a conversation with anyone on the select committee. I do not believe the issue was raised when I appeared before the select committee.

1650

Mr. R. F. Johnston: Excuse me. If that is the case, I am not going to name the names of people on your side who were sent to get this information and came back with particular programs.

Hon. Mr. Ward: That is fine. The only point I make to my friend is that I understand his role.

Mr. R. F. Johnston: This just means that you are dicking around, frankly, with the select committee.

Hon. Mr. Ward: No. Look, I understand his role as an opposition critic and I believe I understand the concerns, but I think what it—

Mr. R. F. Johnston: You are not going to play me for a fool. If that is what you think you are going to do with the select committee—

Hon. Mr. Ward: No, but I think what the member has to acknowledge is that there has been substantive change out there. I think it is both unfair and entirely inappropriate to suggest that there have been no undertakings, that there has been no movement, when in fact there has been. I would invite both of my critics to raise these issues in question period at any time.

Mr. R. F. Johnston: We were told you were going to raise the funding.

Mr. Jackson: We were given a clear signal that you were going to raise these issues, that there would be announcements and to stay away from funding, and you know that.

Hon. Mr. Ward: We have made major announcements. We made major announcements in terms of the introduction of new equalization factors.

Mr. R. F. Johnston: When? Since last fall? This was last fall that you promised. I said that as far as I was concerned I was going to leave the select committee if we did not have a clearer mandate, and you sent back a message that we should not deal with funding because you were going to make a major announcement in response to Macdonald. That is what we were told.

Hon. Mr. Ward: We have taken those initiatives. We have made announcements in terms of capital. We have made announcements in terms of cash flow improvements and major announcements in terms of dealing with the inequalities that exist out there.

Mr. Jackson: That is why we are studying the length of the school year.

Mr. R. F. Johnston: It is like your teacher-training announcement which we should not move on.

Hon. Mr. Ward: I know that the member thinks I should sit back and wait for committee reports and let the world go flitting by the window. I think he should recognize—

Mr. Jackson: Why did you not even mention the select committee?

Mr. R. F. Johnston: We basically were giving you credit, friend, that you in fact would do us the favour of not getting us off on wild goose chases and not get us doing things that you were going to move on, because it was inappropriate.

Hon. Mr. Ward: I am surprised you think the work of the select committee is a wild goose chase.

Mr. R. F. Johnston: You told us, through your representative, what you were going to do and what we should not deal with; and now you are telling me that was not the case.

Hon. Mr. Ward: I am very surprised.

Mr. R. F. Johnston: In my view, you are now putting the select committee in jeopardy. If we cannot believe the messages we are getting back, supposedly through your office, then there is no way I am going to continue to participate in a select committee that is not going to be given

clear information from you, because I am getting a totally different message today.

Hon. Mr. Ward: I think that in those kinds of remarks you demean the important work the committee did undertake, on what I think is a most important issue in education.

Mr. R. F. Johnston: Garbage. I do not demean the work we have done at all. I am pleased with the consensus and have spoken about it. You are the one who is playing around with us, friend.

Hon. Mr. Ward: I am the one who is responding to the comments you have made and I intend to continue in that regard.

Mr. Jackson: You were the one who made the announcement about private schools in the same week we were discussing before private school operators whether or not there was a role for them in this province. If anybody undermined the role of that committee it was you.

Interjections.

Mr. Chairman: Order. One person at a time.

Hon. Mr. Ward: Let me have the opportunity to respond to your statements, just as you had the opportunity to respond to mine.

The next item I want to turn to is the notion that the capital process—

Mr. R. F. Johnston: I am not finished. I want to give you notice right at this moment that I am going to go to my leader following this meeting this afternoon, and I am going to suggest to him that we no longer participate in the select committee on education because we cannot take your word on matters of importance of this nature.

Hon. Mr. Ward: In what regard?

Mr. R. F. Johnston: I am just about to tell you.

Hon. Mr. Ward: Okay.

Mr. R. F. Johnston: I would have recommended to the select committee, and I am sure Mr. Jackson would probably have gone along with us—I am not sure but I think so, because I know the recommendation he brought forward at the beginning of our meetings—that we deal with funding. We would not be off looking at the length of the school year if it had not been that we had been told we should not bother dealing with certain things because there was going to be major government action on them in the next little while and that we should not be involved with them.

Hon. Mr. Ward: The point I make to you, sir, is that there has been major government action.

Mr. R. F. Johnston: Everything you have mentioned was not done this fall.

Mr. Jackson: It predicated it.

Mr. R. F. Johnston: It all predicated this fall and you know that very well. What we were told was there was going to be a major statement around—

Hon. Mr. Ward: I disagree with you.

Mr. R. F. Johnston: Unless you are telling me that the lot levies announcement is what we were being held back by. Is that what it was? That is all that was new this fall.

Hon. Mr. Ward: I guess you will just have to wait and make those kinds of judgements.

The next item I want to turn to is your concerns over the capital processes.

Interjections.

Hon. Mr. Ward: Richard, I heard you out. I think I should have the courtesy of the opportunity to make a response.

Mr. R. F. Johnston: Why? You basically fooled us this fall. Are you telling me I should sit around here with you? No.

Hon. Mr. Ward: Oh, give me a break.

Mr. R. F. Johnston: We got specific messages back from your representative that you were going to deal with teacher training and that we should not touch it, that you were going with funding and that we should not bother dealing with it.

Hon. Mr. Ward: I have been around here long enough not to be goaded by those tactics, and I will turn now to the—

Mr. Jackson: Do not be goaded by them. You sent an emissary. We have a steering committee. That whole agenda was shared with you.

Hon. Mr. Ward:—capital process which you referred to as being—

Mr. R. F. Johnston: We wanted to stay with the select committee, and I believe now that you have destroyed it. I do not have any intention of going through the rest of estimates with you so you can save it. As far as I am concerned, you can deem the votes to have been taken, Mr. Chairman.

Hon. Mr. Ward: Do you not want to hear the balance of the response?

Mr. R. F. Johnston: No, I do not. Why should I? I am serious. I am now going down to see my leader to tell him that we should not be on the select committee and that we should not have those hearings we just talked about.

Hon. Mr. Ward: I was going to wrap up in 10 minutes, Mr. Chairman.

Mr. Chairman: The committee appears to be without opposition critics. What is the pleasure of the committee? Shall we continue or recess?

Mr. Owen: If the minister still wishes to make any further response, I would be delighted to hear it.

Hon. Mr. Ward: Thank you. I will continue with my response to the remarks made by the critic for the opposition relative to the capital process.

During the course of his statements before the committee, he indicated that he felt there was an inherent unfairness in the capital process as it was undertaken last year. I believe he indicated that despite undertakings given in the House, there was no input forthcoming in terms of providing to members of the House, to members of all parties, any undertakings, any elaboration as to what the process was and the extent to which it was utilized.

After those statements in the Legislature in the last spring session, I offered to both opposition parties an opportunity for the school business and finance branch to attend their caucuses, to run through the process for each member of the opposition, to respond to their questions. Indeed, on August 30, after the recess, we had to once more contact both opposition parties, at which time officials from the school business and finance branch briefed both Charles Rachlis, director of New Democratic Party research, and Sherry Henderson of Progressive Conservative Party research.

As to the notion of the offer to provide input to the opposition parties as to that process was not being sincerely tendered, not only was the offer tendered but it was utilized and we had to go to some lengths to deliver to them an explanation as to how the allocations were made.

Another point raised in Mr. Johnston's rebuttal to my opening remarks was a concern over child care in the schools: What is the role of the schools? I believe we have indicated consistently in the past the extent to which we will continue to fund capital needs for day care in each school and in each substantial replacement facility undertaken. In addition, we have come forward with a policy paper on the role of the schools in terms of the delivery of child care in the schools. That policy paper is out for input and discussion.

I believe I have dealt with his concerns over the value of computers and his suggestion that no thought has been given to how they are utilized. I believe I have adequately responded to that in my response to Mr. Jackson's rebuttal.

He indicated his party disagrees with our heritage language policy. Indeed, I know there is a fundamental difference in terms of the position of his party and the government in those terms. I believe he will have an opportunity to discuss that when the legislation comes up for second reading.

At this point, Mr. Chairman, I will defer to your judgement as to the appropriateness of continuing to respond to an individual who is not here, though I am sure he could avail himself of the benefit of Hansard. I understand that prior to leaving, both members indicated they wished to deem the votes having been taken, as I recall.

Mr. Chairman: Yes, I would like to indicate that it is customary in estimates to give preference to the opposition critics in the first part of the estimates. It is also customary not to proceed in the absence of the opposition critics. Lack of a quorum has not been drawn to my attention. However, we did have an indication from the opposition critics before they left to deem the estimates to have been taken. Is it the pleasure of the balance of the committee to concur with that, in which case estimates would be completed, or is it the wish to take a recess at this time?

Mrs. O'Neill: We are certainly allowed to take a recess. I have certain questions; and I think other members of the committee indicated they would.

Mr. Chairman: I recommend then that we adjourn at this time. Perhaps there might be an opportunity next week to carry on if things can be worked out.

I should also draw to the attention of the committee that we have been given notice that the minister is not available nor is Mr. Johnston on Monday, and that Mr. Jackson has indicated he is not available on Tuesday, so it may be difficult for us to get together next week other than Thursday, if the House is still sitting on Thursday. I am sure the clerk will be in touch with you once we can determine whether we will have a quorum next week.

I would like to thank the minister for coming and answering the questions posed.

The committee adjourned at 17:01 p. m.

CONTENTS**Thursday, February 23, 1989**

Estimates, Ministry of Education.....	S-757
Opening statement	
Mr. Jackson	S-757
Adjournment.....	S-769

STANDING COMMITTEE ON SOCIAL DEVELOPMENT

Chairman: Neumann, David E. (Brantford L)
Vice-Chairman: O'Neill, Yvonne (Ottawa-Rideau L)
Allen, Richard (Hamilton West NDP)
Beer, Charles (York North L)
Carrothers, Douglas A. (Oakville South L)
Cunningham, Dianne E. (London North PC)
Daigeler, Hans (Nepean L)
Jackson, Cameron (Burlington South PC)
Johnston, Richard F. (Scarborough West NDP)
Owen, Bruce (Simcoe Centre L)
Poole, Dianne (Eglinton L)

Substitution:
Reycraft, Douglas R. (Middlesex L) for Mr. Beer

Clerk: Decker, Todd

Witness:

From the Ministry of Education:

Ward, Hon. Christopher C., Minister of Education (Wentworth North L)

028240019

NOV 6 1966

3 1761 11466837 9

